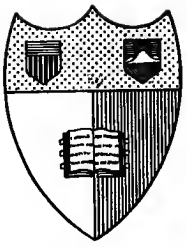

Winthrop College

The

South Carolina College For Women

Bulletin No. 1 September, 1920 Volume XIV

School Survey of York County

ROCK HILL, SOUTH CAROLINA

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Bulletin No. 1 SEPTEMBER, 1920 Volume XIV

BULLETIN

OF

Winthrop College

The

South Carolina College For Women

SCHOOL SURVEY OF YORK COUNTY

A STUDY OF SCHOOL PLANTS, COSTS AND PROGRAM

By

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Professor of Rural Life Education

FOREWORD

This survey of the county-supervised schools of York County was made on the request of John E. Carroll, County Superintendent of Education, with a view to giving the public a better acquaintance with the public school situation and to directing attention to needed improvements for the future development and growth of the schools. A scoring of city school buildings was made by request of the respective superintendents.

Any one who makes a comparison of the schools today with what they were eight years ago cannot fail to note the remarkable improvements which have been made. Therefore little space in this study has been devoted to a discussion of that phase of the schools, but attention has been concentrated on a presentation of the more salient facts of the present school situation and ways and means of providing for future growth.

From the point of view of training, experience and native ability, Superintendent Carroll ranks among the best school superintendents of the State and this fact is sustained by both the high esteem with which the profession holds him and the high comparative rank of the schools among other counties of the State.

However, there must be greater means with which to do and carry out a greater vision of accomplishment if the schools are to function adequately in the future, which fact emphasizes the importance of becoming really acquainted with the educational agencies of the county and to giving careful consideration to their advancement.

SCHOOL SURVEY OF YORK COUNTY

CHAPTER I.

YORK COUNTY

LOCATION AND DESCRIPTION.

York County borders on North Carolina, and is a north-central county of South Carolina. Its total area is about 686.68 square miles, and it comprises nine townships which lie somewhat in tiers of three. Three of these townships (Bethel, King's Mountain and Broad River) have areas containing a number of small mountains. Bethel is crossed from west in an easterly direction by Crowder and Big Allison creeks; Bullock is crossed from north in a southwesterly direction by Bullock's and Turkey creeks; these two townships have some rather rough and hilly areas.

Two railroads, Carolina & Northwestern and the Charleston Division of the Southern, practically bisect the county, east and west, and north and south, respectively. The main line of the Seaboard Air Line crosses a few miles of the southeastern corner of the county, and the Savannah-Charlotte branch of the Southern crosses the county, from Chester through Rock Hill and Fort Mill, cutting off a southeastern section of the county—approximating one hundred and thirty square miles. Broad River forms a part of the western boundary of the county, and the Catawba River separates Fort Mill Township from the remaining townships and contitutes a part of the eastern county boundary.

HISTORY.

The County of York is part of the border territory which originally formed a part of North Carolina. A survey was made about the time of the Revolutionary War which gave an upper tier of counties to South Carolina and this new territory was known as the New Acquisition. The District of York was created in 1785 and a Court House was built at Fergus' Cross Roads, which is the present location. Time elapsed before there were any stores at the county seat and the wants of the people were supplied from the peddler's pack. A store was built about 1810.

In 1868 a survey was made of York County by Col. W. B. Allison. This survey established the township boundaries of the county.

The early settlers were Scotch-Irish and Scots. They were strong believers in religious liberty who brought their Bible across with them. They were bitter and fearless opponents of British and Tories, never taking recourse to British protection. Such was the spirit which won the Revolutionary War.

EARLY EDUCATION.

After the Revolution and during the early decades of the 1800's there were scant means of obtaining an education. There were few books available. Tories had destroyed books wherever they had found them. Ministers of the Gospel became the teachers. We read that even such a book as "Lock's Essay on the Human Understanding" was put to use for learning the letters and to read and spell, and copies for writing were set with a stick on an even spot of ground.

In the period of common-school revival (1830-1860), institutions of learning were established with considerable rapidity. The earliest academy or grammar school of the up-country was established at Bullock's Creek by the Rev. Dr. Joseph Alexander (Dr. Abner Pyles'Grammar School in Laurens was the other early up-country school). Here Greek and Latin, Moral Philosophy and Geography were taught, and many went to school who afterwards became of note. Some mentioned are: Andrew Jackson, Wm. H. Crawford, Gov. David Johnson, Col. Thomas Taylor, and others. Dr. Alexander established a hospital at his residence, which was appreciated by the surrounding country.

Another early and successful school was that at Bethel, where a church had been organized as early as 1764. In 1806 (about) a classical academy was opened in the Bethesda congregation.

A very distinguished scholar who began teaching in York a few years before the War Between the States was Dr. Robert Lathan. Dr. Lathan taught the Brick Academy in York about 1852, and made of it a well-known school. After the Constitution of 1868, Dr. Lathan organized the county school system. During the period of negro rule he was put out of office, but was restored with Hampton's administration, and was Commissioner until about 1888. Dr. Lathan was a scholarly minister and rendered an excellent and pioneer service for education in York.

The Bethel Presbytery established Yorkville College in 1852. This was a non-sectarian institution and was considered the equal to any college in the state prior to 1860. Like many other institutions it could not be revived after the war. It was sold to citizens of Yorkville, and it was later converted into what was about the second graded school of the state—about 1882 or 1883. It was rebuilt in 1902 into the present building of the city school of York.

At Ebenezer, early in the nineteenth century, an academy was established by the Associate Reformed Presbyterians; it continued until 1893. The building is now occupied by the Ebenezer Public School. The Ebenezer Academy was spoken of as "The Athens of York," and many useful men received their early training in it.

At Fort Mill there was another noted Academy, Catawba Academy. This academy also possessed noted teachers, and many men of prominence were trained in it.

In more recent years, Col. Asbury Coward operated King's Mountain Military Academy at York.

POPULATION.

In 1910, York County had a population of 47,718, being surpassed by six other counties in the State: Spartanburg, Richland, Orangeburg, Greenville, Charleston and Anderson. The fourteenth census (1920) gives York a total population of 50,536. This is an increase of 5.9 per cent.; the average increase for the state was 11.1 per cent.

All of the incorporated places of the county show a gain of population by the 1920 census except Smyrna (lost 8) and McConnellsville (lost 32). Bethel township (strictly rural) lost 278 in population. Fort Mill town gained 330; the whole township lost 185. If Smyrna is excepted, the towns of Broad River township show a gain; the whole township shows a loss of 383.

If we compare the total gain by the 1920 census, by town, with the gain for the entire county, the gain in the towns, after deducting for the losses of two towns, exceeds the population gain of the whole county by 72. This clearly indicates a loss of strictly country population in York County during the past decade, the loss falling most heavily on Bethel, Broad River and Fort Mill townships.

The City of Rock Hill shows by far the largest gain of 1593 or about 22 per cent. The total population of incorporated towns in 1920 is 16,620 and in 1910 it was 13,730, a gain of 21 per cent. If the population of incorporated towns be deducted from the entire population of the county in 1920 and 1910, the remainders will be 33,916 (1920) and 33,988 (1910). This means a total loss of 72 in country population by the census of 1920. The school enrollment of 1910 was 12,060, and in 1920 it was 15,952, a gain of 3,892. About 32% gain in school enrollment was made in this decade, in which there was a gain of 5.9 per cent. population. This is a credit to school growth.

TABLE I.

Forteenth Census—Preliminary announcement of population of York County, South Carolina:

MINOR CIVIL DIVISION	1920	1910	1900
York County	50 536	47 718	41 684
Bethel Township	2 944	3 222	3 315
Bethesda township, including McConnells town	5 238	5 135	5 013
Broad River Twp., including Hickory Grove, Sharon and Smyrna towns	2 816	3 199	2 677
Bullocks Creek township	3 443	3 279	3 123
Catawba Tp., including Rock Hill city	14 375	12 583	10 065
Ebenezer Tp., including Ebenezer town	5 127	4 593	3 143
Fort Mill Tp., including Fort Mill town	3 783	3 968	3 850
King's Mountain township, including Clover town	5 793	4 914	4 098
York township, including Tirzah and Yorkville towns	7 017	6 825	6 400

INCORPORATED PLACE	1920	1910	1900
Clover town	1 608	1 207	961
Ebenezer town	298	190	331
Fort Mill town	1 946	1 616	1 394
Hickory Grove town	301	285	289
McConnells town	247	279	—
Rock Hill city	8 809	7 216	5 485
Sharon town	419	374	150
Smyrna town	101	109	48
Tirzah town	160	128	131
Yorkville town	2 731	2 326	2 012

ROCK HILL CITY BY WARDS	1920
Rock Hill city	8 809
Ward 1	1 623
Ward 2	2 382
Ward 3	3 337
Ward 4	1 467

CHAPTER II.

INDUSTRY

York in 1916 ranked high among the counties of the state in the manufacture of cotton. From Table V., Textile Reports by Counties, 1916, the capital of the textile industries in the county was $3,479,147, rank 7; the value of products was $5,321,163, rank 5. Counties surpassing York in capitalization were Greenville, Spartanburg, Anderson, Union, Aiken, and Newberry. There were in this year approximately 200,000 spindles in York County, more than half of which were in Rock Hill. The textile industry of York County has grown since 1916. In addition, cotton seed oil mills were located at Clover, Rock Hill and York, the capitalization being $140,500, and in value of products the rank among counties was 28. Rock Hill has a large and successful motor company with about $2,500,000 capital invested.

A listing of capital invested in other industries in York County in 1916 follows:

INDUSTRY	CAPITAL	VALUE OF PRODUCTS	WAGES (*a*)	RANK (*b*)
Bakery products	$ 10,000	$ 26,000	$ 2,340	6
Brick and tile	100,000	50,000	20,921	2
Carriages and wagons	300,000	197,141	35,407	1
Confectionery	500	500	300	10
Electricity	1,671,000	110,345	16,195	8
Ice	25,000	22,000	4,600	10
Mineral and soda waters	20,575	46,000	4,350	11
Fertilizers	25,000	100,000	2,900	15
Foundries and mach. shops	7,400	24,500	7,100	10
Flour and grist mills	29,050	48,360	4,818	9
Gas	80,000	10,000	3,500	6
Lumber	100	163,000	20,076	25
Monuments and stone	5,000	12,000	800	10
Printing and publishing	45,300	46,781	16,617	6

(*a*) Wages (Not including salaries).
(*b*) Rank among other counties by capitalization.

York County ranked 13 by the census of 1910 among the 43 counties of the state in total value of all crops produced. The twelve counties surpassing York were: Aiken, Anderson, Barnwell, Clarendon, Darlington, Dillon, Florence, Lee, Marlboro, Orangeburg, Spartanburg, and Williamsburg.

York's agricultural productions for the year 1909 were distributed as follows:

		*RANK
Cereals	$ 674,880	16
Other grain	11,582	36
Hay and forage	119,612	9
Vegetables	136,464	22
Fruits and meats	61,170	3
All other crops (Principally cotton)	3,062,958	12
Total	$4,066,666	

The leading counties in the production of cotton in 1909 were:

COUNTY	BALES PRODUCED	ACRES PLANTED
Aiken	41,408	78,958
Anderson	55,881	133,343
Barnwell	47,978	98,376
Darlington	42,412	46,412
Dillon	41,702	50,260
Lee	42,240	70,055
Laurens	38,566	101,829
Marlboro	74,572	86,019
Orangeburg	71,092	129,053
Spartanburg	45,038	99,855
York	38,480	86,530

York County ranked 11 in bales produced and 7 in acres planted; it grew in 1909 about one bale for each 2.24 acres planted in cotton. The three best cotton counties for that year averaged nearly one bale for each acre planted.

Acreage, yield per acre, and production of cotton in 1919 (Bureau of Crop Estimates):

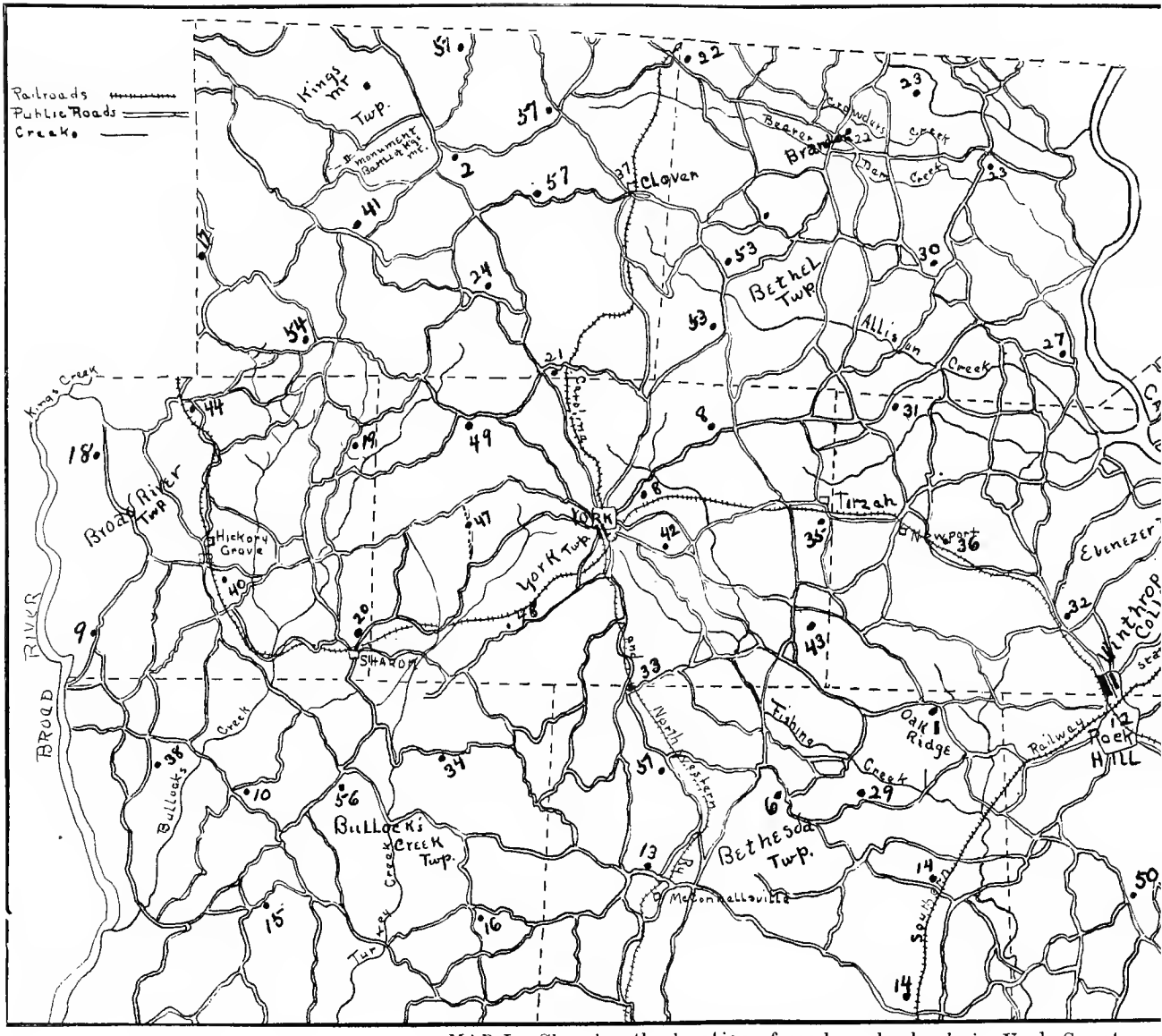
COUNTY	ACREAGE	YIELD PER ACRE	BALES
Anderson	157,000	260	85,000
Greenville	96,000	260	52,000
Laurens	105,000	230	50,000
Marlboro	95,000	380	75,000
Orangeburg	155,000	269	87,000
Spartanburg	140,000	257	77,000
Sumter	80,000	267	46,000
York	100,000	216	45,000

The above data represent cotton ginned in the counties, and may vary somewhat from the cotton grown within their borders.

The bales yield for South Carolina by the Report of the Bureau of Census for 1919, 1918, and 1917 was 1,426,146, 1,569,918, and 1,236,871 bales,—equivalent of 500 pound-bales—respectively. The corresponding production in York was 44,858, 40,532, and 29,938.

The data are insufficient to enable an exact and just assignment of an industrial rank to York when compared with other counties of the state; the number of years for which the data are in conven-

* Rank among the 43 counties of the State.



MAP I.—Showing the location of roads and schools in York County.

ient form in the various industrial activities does not make easy the securing of reliable averages. However, when we consider the facts as given in the thirteenth census, the Bureau of Crop Estimates' reports of more recent years, and some of the reports of South Carolina Commissioner of Agriculture, it is possible to make a rough approximation and it is safe to say that York's industrial rank is well within the margin of the upper quartile of the forty-six counties of the State.

Since the thirteenth census two of the high ranking counties in cotton production, Barnwell and Orangeburg, have lost territory to new counties.

CHAPTER III.

GENERAL SCHOOL LAWS

Article XI of the Constitution (1895) of South Carolina contains the constitutional provisions relating to public education. Provisions are made for the election of a State Superintendent of Education for a term of two years by the qualified electors of the State, and authority is vested in the General Assembly to define his powers, duties and compensation.

Section 2 provides for a State Board of Education composed of the Governor, State Superintendent of Education, and not exceeding seven persons appointed by the Governor every four years. This Board has authority to regulate teacher certification, the awarding of scholarships, and other powers and duties determined by law.

Other necessary school officers shall be provided by the General Assembly by election or appointment, and the pay of both State and county school officers is to be provided otherwise than from the public school fund.

Section 5 requires that the General Assembly provide for a liberal system of free public schools for all children between the ages of six and twenty-one, and for the division of counties into districts as compact in form as practicable, with a maximum area of forty-nine and a minimum area of nine square miles.

Section 7 requires that separate schools shall be maintained for the white and colored races.

The General Assembly has defined the main duties of the State Superintendent of Education as follows: (1) to have general supervision over all school funds; (2) to visit the counties as often as practicable, to inspect schools, to arouse interest in education, and make constructive criticism of the schools; (3) to secure, with and by advice of State Board, uniform text-books; (4) to prepare and transmit to County Superintendents all necessary blanks, etc., for records and reports; (5) to cause the publication of legal provisions relating to education; (6) to make a report annually, through the Governor, to the General Assembly.

The State Board of Education constitutes an advisory board for the State Superintendent and it hears appeals from the decisions of County Boards of Education. Additional powers and duties of the State Board are: 1. the adoption of school regulations not inconsistent with the law; 2. the making of rules for the examination of teachers; 3. to prescribe standards of proficiency before fore County Boards of Education for the certification of teachers; 4. to prescribe the course of study; 5. to prescribe, so far as practicable, uniform texts, make contracts with publishers for the adopted texts, etc.; 6. to review on appeal an order revoking a county certificate; 7. to award scholarships created by the General

Assembly; 8. to grant teachers' certificates and revoke them for cause.

County Superintendents of Education are elected by the qualified electors of a county for a term of four years. It is the duty of a County Superintendent to visit the schools of his county at least once a year, to note the quality of instruction, etc., and to make suggestions in private to the teacher. He shall also suggest improvements to the local trustees, and seek to obtain the professional improvement of the teachers. There are certain clerical duties of the County Superintendent in approving school warrants, keeping of records, and preparation of statistical reports; in addition there are general administrative duties in connection with the local school management which are largely advisory in character.

The State Board of Education appoints two persons for a term of four years who, together with the County Superintendent, constitute a County Board of Education. The term of County Board members was two years, but an act going into effect June, 1921, fixes the term at four years. Formerly a main duty of this board in the eyes of the law was the examination and certification of teachers, but this duty now belongs to the State Board of Examiners, which acts under the direction of the State Board of Education. The County Board is an advisory body for the Superintendent, a tribunal in matters of local school controversy, and it is the authority to determine the size and boundaries of local school districts. However, the initiative power to create new districts or to consolidate districts rests with the qualified electors of the territory.

The school districts are declared to be divisions of the county for taxation for school purposes, and the manner of conducting elections for special levies, and for the issuance of bonds, is prescribed in sections 1742 and 1743 of the General School Law of South Carolina.

A Board of Trustees (3) which has the management and control of the schools of a district is appointed by the County Board of Education for a term of two years (provisions are made for the election of special district trustees for terms of different lengths). This Board has the following powers and duties: 1, to provide school houses; 2, to employ and discharge teachers; 3, to suspend or dismiss pupils; 4, to call meetings of the qualified electors for consultation; 5, to control school property; 6, to visit schools.

It will be noted that local district trustees have great powers in a strictly administrative sense; though it is true that section 1753 states that these local boards shall be subject to the *supervision and orders* of the County Board of Education, still the emphasis upon local authority is plain, since the interpretation and practice is to have initiative come from the local trustees. The County Board may for satisfactory reasons in cases of appeal revoke the action of the local trustees.

There are many general statutory laws relating to education, but space does not permit their discussion here. In March, 1919, the General Assembly approved a state-wide compulsory attendance act for children between the ages of eight and fourteen years; the

period of compulsory attendance is limited to four consecutive months. If the school is not maintained four months the requirements of the act are satisfied by the full term of such school. The act permits the lengthening of the compulsory attendance period upon a written petition of a majority of the qualified electors residing in any school district. The state appropriated $66,000 in 1920 to pay the school attendance officers.

Other general acts set forth the plans for state co-operation with local communities in the maintenance of high schools, centralized high schools, rural graded schools, term extension schools and equalizing schools, vocational education and adult schools. The 1920 appropriations for co-operation under these particular heads amounted to about $828,200. State appropriations have been insufficient for carrying out the plan of co-operative aid under several of the laws.

CHAPTER IV.

THE SCHOOL BUILDINGS AND EQUIPMENT

PLAN OF SCORING.

In seeking to determine the efficiency of the school plants of York County, the Score Card for Village and Rural School Buildings of Four Teachers or Less (Strayer-Engelhardt, Jan., 1920,) was employed. The buildings of Clover, Fort Mill, Rock Hill and York were judged by the Score Card for City School Buildings (Dr. Geo. D. Strayer), and are given a separate tabulation because of some minor differences, though the principles and apportioning of the scores are somewhat the same. These score cards are the result of the combined judgments of several hundred school administrators throughout the United States who have had wide experience, and they may therefore be considered to represent the best thought and practice pertaining to school buildings.

The value of so scoring the school plants is seen by the fact that attention is directed to how a building compares in detail with the best and approved standards. It is not necessary to repeat criticisms for each particular building, but by inspection of the tabulated results for any and all of the buildings of this county, one may discover with a fair degree of accuracy the points in detail where a particular building falls short of the approved standards. The judgment of one scorer of experience is sufficient to give a fair approximation of the score to which a building is entitled; the combined judgment of two or three scorers will give a still closer approximation.

In scoring the buildings of York County, an acknowledgment of indebtedness is made to Superintendent E. A. Montgomery, Superintendent of York City Schools and member of the State Board of Education of South Carolina, and to Superintendent W. H. Ward, Superintendent of City Schools, Greer, S. C., (formerly Supt. of Fort Mill Schools).

Both of these gentlemen gave their services to assist in scoring with a view to promoting education through better school buildings. Superintendent John E. Carroll, Superintendent of York County Schools, supplied conveyances and accompanied the scorers over the county, making it possible to complete the task through his accurate and valuable knowledge of the county. The party was disorganized twice because of the great rainfall during the latter part of the summer, but this gave a better notion of the roads of the county and of the vital relationship of good roads to good schools.

The standards of judgment employed for the buildings and the score cards can be procured from: Bureau of Publications, Teachers' College, New York City. The standards employed in judging rural school buildings are given below in this report.

SCORE CARD FOR RURAL SCHOOL BUILDING

Score of Building

1. SITE	....	....	160
A. Location	....	65	....
1. Accessibility	30	....	....
2. Environment	35	....	....
B. Drainage	....	40	....
1. Elevation	20	....	....
2. Nature of Soil	20	....	....
C. Size, Form and Use	45	45	....
D. Flagpole	10	10	....
II. BUILDING	....	....	200
A. Placement	....	40	....
1. Orientation	25	....	....
2. Position on Site	15	....	....
B. Gross Structure	....	90	....
1. Type	20	....	....
2. Material	10	....	....
3. Height	10	....	....
4. Roof	5	....	....
5. Foundation	10	....	....
6. Walls	10	....	....
7. Entrances	10	....	....
8. Aesthetic Balance	5	....	....
9. Condition	10	....	....
C. Internal Structure	....	70	....
1. Stairs and Corridors	25	....	....
2. Basement	30	....	....
3. Color Scheme	10	....	....
4. Attic	5	....	....
III. SERVICE SYSTEMS	....	....	250
A. Heating and Ventil'n	....	55	....
1. Kind	20	....	....
2. Installation & Distribu.	10	....	....
3 Air Supply	15	....	....
4. Fans and Motors	5	....	....
5. Temperature Control	5	....	....
B. Fire Protection	....	20	....
1. Apparatus	5	....	....
2. Fireproofness	5	....	....
3. Exits	5	....	....
4. Light Installation	5	....	....
C. Cleaning System	....	25	....
1. Kind and Equipment	10	....	....
2. Efficiency	15	....	....
D. Artificial Lighting	....	20	....
1. Gas or Electrcity	5	....	....
2. Outlets and Fixt's	10	....	....
3. Illumination	5	....	....
E. Schedule and emergency equip.	....	20	....
1. Clock	5	....	....
2. Bell	5	....	....
3. Telephone	5	....	....
4. First Aid	5	....	....
F. Water System	....	50	....
1. Drinking	20	....	....
2. Washing	15	....	....
3. Bathing	5	....	....
4. Hot and Cold	10	....	....
G. Toilet Systems	....	60	....
1. Placement	15	....	....
2. Fixtures	10	....	....
3. Adequacy	10	....	....
4. Seclusion, sanit't'n & Condition	25	....	....
IV. CLASS ROOMS	....	....	225
A. Arrangement	10	10	....
B. Construct'n & Finish	....	80	....
1. Size	20	....	....
2. Shape	15	....	....
3. Floors	10	....	....
4. Walls	5	....	....
5. Doors	5	....	....
6. Closets	5	....	....
7. B. B'rds & Bul. Bds	15	....	....
8. Color Scheme	5	....	....
C. Illumination	....	60	....
1. Glass Area	30	....	....
2. Window Placement	20	....	....
3. Shades	10	....	....
D. Cloakr'ms & W'd'robes	20	20	....
E. Equipment	....	55	....
1. Seats and Desks	30	....	....
2. Teachers' Desks	5	....	....
3. Other Equipment	20	....	....
V. SPECIAL ROOMS	....	....	165
A. Rooms for General Use	....	80	....
1. Play Room	20	....	....
2. Community Room	30	....	....
3. Library	20	....	....
4. Lunch Room	10	....	....
B. Officials' Con'tion' R'm	20	20	....
C. Other Spe'l R'ms	....	65	....
1. Industrial Arts	30	....	....
2. Household Arts	30	....	....
3. Fuel Room	5	....	....
Totals	1000	1000	1000

STANDARDS FOR VILLAGE AND RURAL SCHOOL BUILDINGS OF FOUR TEACHERS AND LESS.

I. SITE.

A.—LOCATION:

1. Accessibility:
   - *a.* Location near intersecting main highways if possible.
   - *b.* Centrality (present and future) desirable, but not more than 2 miles from farthest home served unless transportation at public expense is provided.
2. Environment:
   - *a.* Sanitary and healthful—not adjacent to farm houses, barns, stock pens, open ditches, swamps, ponds, or dense woods.
   - *b.* Free from disturbance by noise or mal-odors of railroad trains, mills, factories, and the like.
   - *c.* If located in village, should not be near business center, thus avoiding disturbing influence of picture shows, candy shops, village loafers, and street activities.
   - *d.* Free from dangerous cliffs, deep or swift-running stream, or other hazardous elements likely to make for unnecessary hazard to children when not under direct supervision.
   - *e.* Pleasing, natural landscape, with trees, hedges, flowers, gardens, green lawns, artistic walks, and fences.
   - *f.* Not unduly exposed to winter winds, storms, and floods.

B.—DRAINAGE:

1. Elevation:
   - *a.* Natural elevation preferred—slope away from biulding.
   - *b.* Site should be underdrained with tile whenever necessary.
2. Nature of soil:
   - *a.* Quick drying, sandy loam, fertile and well adapted to vegetation.
   - *b.* Section devoted to playground should drain quickly and have finished surface of finely crushed stone or gravel.

C.—SIZE, FORM AND USE:

1. Size: A minimum space of four acres, thus providing space for adequate playgrounds, athletic field, school garden, and pleasing location of building.
2. Form: Should be rectangular in shape, approximately 300 ft. by 550 ft., allowing for location of building on end or corner with well adapted space for playgrounds and garden.
3. Grounds should have modern play apparatus, athletic field, and school garden.

D.—FLAG POLE:

Preferably on grounds in front of building—pole higher than building.

II. BUILDING.

A.—PLACEMENT:

1. Orientation: Light exposure of classrooms should be, in order of preference, ***southeast, east, southwest, west.*** Classrooms should not have full north or south light exposure.

2. Position on site:
   a. Maximum artistic effect.
   b. Greatest possible utilization of grounds for play and gardening purposes.
   c. Should allow for future additions and expansion of plant.

B.—GROSS STRUCTURES:

1. Cottage type; three or four teacher buildings can be planned in T, E, or U type to advantage, thus allowing for easy additions.
2. Materials: hardburned brick, concrete, hollow tile stuccoed, or stone. Wood, if constructed along lines of modern fire-resistive methods.
3. Height: one-story above basement. No one to four teacher building will be approved if more than one story in height.
4. Roof:
   a. Sloping of asbestos, shingle, slate, or tile, waterproof, properly sloped for drainage
   b. Provided with eave gutters and leaders emptying into cistern connections or other outlets.
   c. Metal guards near eaves to prevent snow slides.
5. Foundation:
   a. Concrete or masonry walls with wide footing.
   b. Should extend below maximum freezing line.
   c. Wall inclosing basement should be made waterproof and damp-proof.
6. Walls:
   a. Walls of hard brick laid in cement mortar, reinforced concrete, masonry, hollow tile, or wood.
   b. Outer walls of masonry should be furred.
   c. If built of wood, fire stops of metal, asbestos, or brick should be inserted to prevent rapid spread of fire through building.
7. Entrances:
   a. Number:
      (1) One or two teacher building, one or more entrances, 6 to 8 feet in width with porch reached by concrete steps, 6 inch risers, 12 inch non-slip treads.
      (2) Three and four teacher building should have at least two entrances.
      (3) Outside entrance to heating system if located in basement.
      (4) Community room, if located in basement, should have convenient outside entrance, allowing use of room during school hours without disturbing school activities.
   b. All entrances should be kept free from outside obstructions.
   c. Doors:
      (1) Two pairs of double doors, opening outward, substantial but not so heavy as to be out of proportion to the strength of small children who will open them.
      (2) Should be provided with panic bolts, checks, and provision for holding open.

(3) Size—3x7½ to 8 feet.

8. Aesthetic balance:

a. The building should be symmetrical and pleasing in effect.

b. All ornamentation not contributing to strength or utility should be avoided.

c. Should vary in design from other buildings in same vicinity but set a standard of good taste.

9. Condition:

The building should be well painted and kept free from defacements and demarkations.

C.—INTERNAL STRUCTURE:

1. Stairways, vestibules, and corridors:

a. Basement stairways:

(1) Constructed of fireproof material.

(.) Width—4½ to 5 feet, 12 inch treads, 6 inch risers.

(3) Landings: should equal in width the length of the treads.

(4) Lighting: natural as well as artificial light should be provided in adequate amount.

(5) No storage rooms should be located under stairways.

(6) When leading to basement containing heating apparatus should be closed off at base by fireproof doors.

(7) Sanitation: where angles and corners would otherwise occur in stairway construction, the plans should provide for concaved surfaces (coves), thus preventing the accumulation of dust, dirt and germ-carrying filth in places inaccessible to brooms and brushes.

b. Vestibules:

(1) 8 to 12 feet wide.

(2) So arranged as to serve as storm door entrance preventing cold drafts of air from entering school room or corridor when outer doors are opened. Should not be used as cloakroom.

(3) Metal foot scraper mat flush with floor in vestibule.

c. Corridors—essential to any 3 and 4 teacher building plan.

(1) Should provide easy access to class rooms and exits with least possibility of congestion.

(2) Construction:

(*a*) Material—hard maple or hard pine or battleship linoleum glued on wood floors. Cement overlaid with battleship linoleum preferred.

(*b*) Width—7 to 10 feet.

(*c*) Doors—all classroom and special room doors should open into corridor, glazed in upper portion.

(*d*) Lighting—adequate natural light, sunshine if possible, with provision for artificial lighting.

(*e*) Heating—should be as well heated as other parts of building, provisions being made for warming feet and drying wet and damp clothing.

(*f*) Sanitation—all intersecting surfaces should show cove finish, preventing accumulation of dust and dirt. Dirt catching ledges should be avoided.

(3) Should be free from projections or obstructions. Pleasing effect—should be made attractive by furnishing with pictures, friezes, busts, plants, and the like.

2. Basement:
   a. Depth below grade—except for heating plant and fuel room, basement should not extend more than 3½ feet below grade.
   b. Heating plant and fuel room should be separated from rest of basement by fireproof masonry walls and fireproof ceiling with self-closing fire doors.
   c. Floors and walls should be damp-proof.
3. Color scheme: (See Classrooms.)
4. Roof space—properly ventilated.

III. SERVICE SYSTEMS.

A.—HEATING AND VENTILATING:

The systems of heating and ventilating are here defined with a compound name—the first part of which designates the heating system and the second part the ventilating system.

DEFINITIONS.

1. The *"Furnace-Gravity"* system includes the following:
   a. Ventilating room heaters. These shall be located on the same floor with the room or rooms to be heated, but in separate compartments adjacent to these rooms; or
   b. Hot air furnace located in the basement and below the room or rooms to be heated.

   Both appliances (*a*) and (*b*) take the air from out of doors and deliver warm air to the rooms without the use of mechanical devices. Ducts or flues of proper size are provided. The air, in sufficient volume to ventilate the rooms, is heated to a temperature adequate to maintain the standards set up in these requirements. In addition, there is provided a coresponding gravity exhaust system, which withdraws vitiated air from the rooms and discharges it out of doors. The discharge may be effected with or without acceleration by means of an added source of heat.
2. The *"Direct-Natural"* system shall mean an equipment including direct radiators under the windows for heating the room and properly designed deflecting ventilators for the windows. These ventilators will allow the natural admission of the air from out of doors. A system of exhaust ventilation for the removal of vitiated air in the required volume, through specially located outlets in the room, is included. The following rules should be followed:
   a. This system should not be used in assembly rooms.
   b. It should be used only in connection with a steam atmospheric vapor system of heating, with graduating control valves on the radiators.
   c. The radiators shall extend the full width of all windows. All windows shall be used for the admission of air to the

radiating surface otherwise necessary to maintain the standard room temperature.

d. Window deflecting ventilators, not less than twelve (12) inches high, should be placed on the sill and extend the full width of each window. They should be of such construction as to insure effective deflection and diffusion of the air without objectionable drafts.

e. Vitiated air should be taken from each room through one or more openings located near the floor in the wall on the side of the room opposite from the window ventilators. If no accelerating heaters are placed in the exhaust flues, at least two such openings should be provided in each schoolroom. These openings should be spaced not less than eight (8) feet apart, center to center. Each opening should connect with an independent exhaust flue extending through the roof. The combined areas of such flues should be not less than one (1) square foot for each five occupants of the room. Each flue should be provided with shut-off damper. For a mechanical exhaust, or for a gravity exhaust system having accelerating heaters in the flues, a single exhaust opening and flue for each room may be provided. This single opening should be located as above required.

3. The *"Direct-Gravity"* system includes:

a. Direct radiators located within the rooms to be heated; and

b. Indirect radiators, in suitable casings, located below the rooms to be ventilated.

The air is taken from out of doors over the indirect radiators and delivered to the rooms in sufficient volume and at approximately the required room temperature, without the direct use of mechanical means. Ducts and flues of proper size are used for the delivery of air. Approved mechanical means should be provided for auxiliary use when necessary. A corresponding gravity exhaust system, which withdraws the vitiated air from the rooms and discharges it out of doors, should be installed. This exhaust system may be installed with or without acceleration by means of an added source of heat.

4. The *"Direct-Mechanical"* system includes the following:

a. The "split system," providing both direct radiators located within the rooms to be heated, and a forced air supply for classrooms, study rooms, and the like. The forced air supply system consists of a mechanically operated fan or blower, which takes the air from out of doors and draws or forces it through suitably enclosed air heaters. At these heaters it is warmed to approximately room temperature and thence delivered to the rooms through properly proportioned ducts or flues.

b. A "unit system," which includes in each room one or more ventilating units which are located under the windows and which contain electrically operated twin multi-blade fans, drawing the air directly from out of doors and de-

livering it to the room in the required volume. The ventilating unit also contains extended surface steam radiators for heating air to the required temperature.

In connection with either of the above systems a corresponding mechanical or gravity exhaust system is installed. This exhaust system withdraws the vitiated air directly from the rooms and discharges it out of doors. The discharge may be effected with or without acceleration by means of an added source of heat.

5. The *"Indirect-Mechanical"* system permits of no direct radiators within the school rooms, but provides for both the heating and ventilation of school rooms to the required standard by means of a forced system of air supply. A mechanically operated fan or blower is employed which takes the air from out of doors and draws or forces it through suitably enclosed steam or hot water indirect radiators or through hot air furnaces. When thus warmed to a sufficient temperature, the air is delivered to the classrooms through properly proportioned ducts or flues. A corresponding mechanical or gravity exhaust system for classrooms, study rooms, and the like, is used. This system provides for the withdrawal of the vitiated air from the rooms and its discharge out of doors. This system may be installed with or without acceleration by means of an added source of heat. The indirect mechanical system requires, in addition, direct radiators sufficient to heat all rooms where water is provided and also direct radiators at all entrances.

6. The *"Direct-Indirect"* system:

The so-called "direct-indirect" system of heating and ventilation should not be used in any school room. By "direct-indirect" is meant the introduction of air at the base, or upon any part, of a "direct" radiator without the use of a fan as provided in the "unit system."

1. Kinds of systems acceptable:

a. One and Two Teacher Schools: The "Furnace-Gravity" system, using either ventilating room heaters or hot air furnaces, is the standard; other systems, or approved combination thereof, may be used.

b. Three and Four Teacher Schools: The "Furnace-Gravity" system, using hot-air furnace only, is the standard; other systems, or approved combinations thereof, may be used.

2. Installation and distribution:

a. Ventilating room heaters:

(1) Should not be installed in any school building containing more than twenty thousand (20,000) cubic feet of space to be heated. No single heater should serve more than ten thousand (10,000) cubic feet of space.

(2) Approved vertical pattern, having insulated sheet metal shield entirely surrounding the heater. The shield should be not less than six (6) inches distant from the

radiating surface of the heater. The bottom of the shield should be not more than fourteen (14) inches or less than eight inches distant from the floor.

(3) Provided with approved water evaporating pan located within the shield, preferably on the heater.

(4) Computed to size on the basis of:

(*a*) Total heat necessary for heating building and warming the air for ventilation as required.

(*b*) The heating value of fuel.

(*c*) The rate of combustion.

(*d*) The combined efficiency of furnace and grate. The heating surfaces and grate area of the heater shall be such that its rated and required capacity may be obtained without forcing under any conditions of service.

(5) Provided with an approved exhaust or vitiated air flue located in the same end of the room as the heater, and not less than four (4) feet distant therefrom. This flue should conform to either of the following standards:

(*a*) When exhaust air is taken out through the smoke flue the flue should be not less than sixteen by sixteen (16x16) inches clear on the inside throughout its entire length. The flue should be provided with an approved mixing chamber which should insure the maximum ventilation of the room, together with a complete exhaust of the waste products of combustion.

(*b*) When the exhaust air flue is separate from the smoke flue it should be constructed of double brick walls and should be not less than twenty by twenty (20x20) inches from the floor inside throughout its entire length. The smoke flue which should be located in the center of the exhaust flue should not be less than eight (8) inches in diameter and constructed of iron of not less than 12 U. S. gauge metal. Double flue chimneys, in which it is proposed to use one flue for smoke and the other flue for exhaust air, are not acceptable. Exhaust air connections from rooms should be near the base of the exhaust flue. Every such room opening should be fitted with a wall grille or register and a shut-off damper or equivalent device. Floor registers do not meet the standard.

b. Hot air furnaces:

(1) Should be of approved design, having fire pot and radiator entirely surrounded by insulated sheet metal casing or masonry enclosure. This enclosure should be so arranged that no perceptible resistance is encountered by the air in passing to the warm air leaders.

(2) Should be provided with approved water evaporating pan located within the casing, preferably near the top.

(3) Should be computed for size on same basis as specified for *ventilating room heaters.*

3. Air supply:
   a. Supply 1800 to 2000 cubic feet of air per hour to each child in classroom.
   b. Maintain temperature of 65 to 68 degree on coldest days without recirculation of air.
   c. Air must be kept in motion in all parts of the room, allowing no dead air pockets to exist.
   d. Supply air at relative humidity of from 40 to 50.
   e. Humidification—steam jets or vaporization by means of trays or tanks of heated water in contact with air to be circulated.
   f. Recirculation of air not permitted while children are in building unless passed through air washer.

B.—FIRE PROTECTION SYSTEM.

1. Apparatus—Small hand fire extinguishers easily accessible from any part of building. Should be two in each work room and one near heating plant.
2. Fireproofness—Desirable from standpoint of security and durability of structure. Not essential to safety of occupants if exits are well planned. Door leading to furnace room should be fireproof and self-closing. Furnace room should be fireproof.
3. Exits—No part of building, including basement should be without direct and unobstructed passage to outside of building.
4. Light installation—Electric wiring and lighting fixtures installed in accordance with the latest rules of the National Board of Fire Underwriters. Inspection and certificate of approval by underwriters required. Acetylene gas or gasoline tanks should be located below surface at a safe distance from building with connections that meet underwriters' standards.

NOTE—For standards of steam, hot water boilers, etc., consult the Strayer-Engelhardt Score Card for City School Buildings, published by the Bureau of Publications, Teachers College, Columbia University, New York City.

C.—CLEANING SYSTEM:

1. Kind and equipment—Oil brushes, cleaning compound, and dust cloths. Corn brooms and feather dusters should not be used for cleaning purposes. Portable vacuum cleaner, with suitable appliances, will be found desirable for the three and four-teacher buildings. Electric generator for cleaning, where no public service electric supply exists, is desirable.
2. Efficiency—All parts of building and equipment should be neat and sanitary. All cleaning should be done outside of school hours.

D.—ARTIFICIAL LIGHTING SYSTEMS:

1. Kind—Electricity or gas. Electric generator for light, where no public electric service exists, should be provided.

2. Outlets and fixtures—6 to 9 per classroom; special attention should be paid to lighting of auditorium or community room.
3. Standard illumination—9 foot candles at each desk with no glare, shadows, or light in direct line of vision.

E.—SCHEDULE AND EMERGENCY EQIPMENT:

1. Clock in each classroom.
2. Electric gong desirable. Hand bell or belfry signals allowable as substitutes.
3. Telephone connection with community telephone system.
4. First-aid case with complete emergency equipment available in case of minor accidents.

F.—WATER SUPPLY SYSTEM:

Source of water: community water system or deep drilled, bored, or driven wells precluding possibility of surface drainage or contamination. Dug wells or springs not acceptable.

(*a*) Building should be equipped with pressure tank, gasoline, or motor-driven pump and complete water supply piping and fixtures.

(*b*) Water periodically tested.

1. Drinking:
   a. One automatic bubbling fountain, of type preventing mouth coming in contact with bubbler, for each fifty pupils.
   b. Should be located in corridor with provision for easy use by small children.
   c. Drinking facilities should never be placed in toilet rooms.
   d. Individual drinking cups required where drinking fountains are not installed.
2. Washing:
   Wash bowls adapted to height of children in toilet rooms. Officials' consultation room and work rooms should have washbowls where possible.
   Sinks—should be located in work rooms, basement and janitor's closet.
3. Bathing:
   Provision for shower baths. Individual shower stalls and adjoining dressing stall with canvas curtain should be provided for girls. Heads of showers located on angle and at sides of shower compartment. Separate valves for hot and cold water.
4. Hot and cold water should be supplied to above washing facilities. Hot water heater separate from heating plant. Soap and towels—liquid soap and paper towels should be furnished.

G.—TOILET SYSTEM:

1. All toilets should be placed inside of building on same floor as classrooms. Separate toilets should be provided for teachers.
2. Fixtures:

a. Porcelain seats of open type with individual flush. Height adapted to children.

b. Boys' individual urinals of porcelain (non-absorbent and easily cleaned.)

3. Sewage disposal plant with septic tank and filtration field or chemical toilet or sewer connection.
4. Adequacy—one seat for each 25 boys or fraction thereof; one urinal for each 15 boys. One seat for each 15 girls.
5. Seclusion, sanitation, and condition:
   a. Seclusion—Non-communicating, soundproof wall between adjoining rooms provided for the two sexes. Entrances to toilet rooms should be well screened. Stalls with light swinging doors for each seat.
   b. Sanitation and condition—Light, airy rooms; sunshine desirable. Separate duct for ventilating purposes; exposed plumbing, non-absorbed floors and walls. All interior walls finished in moisture-proof cement painted white, capable of being washed. No demarcations or defacements should be permitted to remain in any toilet rooms.

IV. CLASSROOMS.

A.—ARRANGEMENT:

Easy of access to exits. Minimum of congestion in passing to and from rooms.

B.—CONSTRUCTION AND FINISH:

1. Size:
   a. 18 square feet of floor space and 200 cubic feet of air space per pupil as minimum.
   b. 22x28x12 feet, seating 30 pupils.
   24x32x12 feet, seating 40 pupils.
2. Rectangular—seated on the long axis.
3. Floors—Hard wood or wood overlaid with battleship linoleum.
4. Walls and ceiling: standard—hard, smooth, non-gloss finish plaster. Picture mold and wall space for pictures, maps, and the like.
5. Doors—substantial but not heavy, 3 feet by 7 feet, opening outward. No raised thresholds across door openings.
6. Closets or closed cases—At least one in each classroom providing space for supplies, books, globes, etc.
7. Blackboards:
   a. High grade slate 4 feet wide, mounted with firm backing; perfectly butted and shaved joints. Height from floor should vary with age of children. For lower grades 24 inches, upper grades 32 to 36 inches. Should run full length of front wall and opposite windows. No blackboard should be placed on window wall.
   b. Bulletin boards—Part of space not utilized for blackboard should be used for cork or burlap display. In one and two-teacher schools blackboards should be installed at two heights—24 inches and 32 inches.

8. Color scheme—Walls light buff or light gray; ceilings white or very light cream. Woodwork and furniture to harmonize in tone in dull finish.

C.—ILLUMINATION:

1. Glass area equal to 1-5 to 1-4 of floor area.
2. Window placement—Unilateral from pupils' left, banked as closely as construction will permit, extending from rear of room to within 7 feet of front wall. Sill of window should be from 3 to 4 feet from floor and top should be as near ceiling as possible. Mullions should not exceed ten inches in width.

Optional. Counterbalance windows may be found desirable.

3. Shades—Double mounted at center of window or adjustable. one pulling each way; light tan or straw color; in good condition and repair.

D.—CLOAKROOMS AND WARDROBES:

Should provide ample space for winter wraps for full capacity of classrooms. Rack for umbrellas. Cloakrooms should be separate from corridors and classrooms. Hooks or hangers in cloakrooms should be placed at heights to conform to the size of children expected to use the classrooms for which cloakrooms are provided. The heights of children vary approximately as follows:

5 year olds	39 inches to 46 inches
6 year olds	39 inches to 49 inches
7 year olds	40 inches to 52 inches
8 year olds	42 inches to 54 inches
9 year olds	45 inches to 56 inches
10 year olds	47 inches to 59 inches
11 year olds	48 inches to 63 inches
12 year olds	50 inches to 66 inches
13 year olds	53 inches to 69 inches
14 year olds	55 inches to 71 inches
15 year olds	57 inches to 72 inches
16 year olds	58 inches to 72 inches

Adequate shelving should be provided in cloakrooms for children's lunch boxes.

E.—EQUIPMENT:

1. Seats and desks—Should be individual, adjustable, and adjusted. Moveable chairs are preferable in screwed down seats. No double seats, seating two children, should be installed in any school. For children exceptionally large, the front or back seat of a row should be placed to suit. In all cases pupils should be comfortably seated. Where adjustable desks only are used in one to four-teacher schools, there should be three sizes, capable of being adjusted as to height of seat and desk.
2. Teachers' desks—Substantial, attractive, adequate to needs,

not mounted on platform. Preferably size 52x32 (approximately) and with body raised from floor to permit of sweeping underneath.

3. Other equipment—Maps, globes, stereopticon, books, pictures, phonograph, etc. Suitable boards cut to fit tops of desks, making tables for school or community exhibits, dinners, etc.

V. SPECIAL ROOMS.

A.—ROOMS FOR GENERAL USE:

1. Play room—Basement space of classroom size or greater. For buildings of three or more rooms two play rooms should be provided, one each for boys and girls. Movable furniture in classroom, when moved aside, may provide play space for smaller children.
2. Community room:
   a. In case of one teacher buildings, provided in basement (space otherwise used as playroom.) Must have convenient outside entrance. Classroom and adjoining spaces for library and manual arts may be used for community purposes when movable furniture is installed.
   b. In case of two to four-teacher building, two classrooms may be thrown together by means of sliding or folding doors or larger space may be provided in basement with platform or stage.
3. Library—Not less than 80 square feet for one-teacher school, and increasing in size with the number of teachers and pupils. Book shelves, library tables and chairs. Well selected books. Library should be well lighted and attractive. Teacher control either by means of glass partition or screen.
4. Lunch room—In conjunction with or adjoining domestic science room. Tables, chairs, and provision for serving hot lunches or supplementing children's lunch with hot soup, cocoa, and the like.

B.—SCHOOL OFFICIAL'S CONSULTATION ROOM:

General purpose; room to serve as teachers' room, visiting nurses' quarters, school board meetings, and private conferences of teachers with pupils, parents and school officials.

C.—OTHER SPECIAL ROOMS:

1. Industrial arts room with benches, tools, stock rack, and lockers. Teacher control from classroom.
2. Household arts room—equipped for teaching cookery and sewing. Teacher control from classroom.
3. Fuel room—inside building convenient to heating apparatus. Dustproof and capable of being closed off from classroom or heating room.
4. Fireproof ash-bin in basement if ashcans are not provided.

DISCUSSION OF THE SCORING

Not much effort was made by the committee to decide whether a building needed this or that to which points are allotted on the score card. The general rule was to score accurately by the card. Some modifications were made on points where the standards were clearly designed for other sections of the country or where the Clemson plans were thought best adapted to the situations. If upon examination of the card and the points scored as well as the standards employed, one desires to make corrections and raise the scoring of a building it can be done from an inspection of the tabulated scores. For example, if a lunch room is not thought necessary, correct where deduction has been made by adding the 10 points deducted. However, we are of the opinion, generally speaking, that no such corrections would be permissable for the following special rooms: fuel room, household arts, industrial arts, consultation and nurse's room, library, and community room. Corrections on artificial lighting should not be made in a good building for a consolidated school which is designed for a social center. Many country school buildings are of such type and kind, and are such poor buildings from the modern teaching process point of view that it would be an absurdity to place within them many of the things for which deductions are made. In such cases, improvement resolves itself into a task of thorough remodeling where it is possible; otherwise, the building should be abandoned and a new structure erected after right plans, using good material and workmanship.

The demands upon the modern country school have radically changed because of the just contention that country children should have equal school opportunities with city children, and the curriculum and process of instruction are undergoing a corresponding change in order to meet these new demands. It is absolutely necessary to make a revision of architectural plans for our country schools. If we continue operating country schools on the small scale of one, two and three teachers, with the same process of instruction as in former days, there would be no need to worry about plans for better buildings, etc., but such will not be the case, for while it is true that a pioneer teacher could conduct efficiently the learning process as was expected of him in a one-room building with a fireplace or an unjacketed stove, such is not true of the teacher trained to modern usage in school practices.

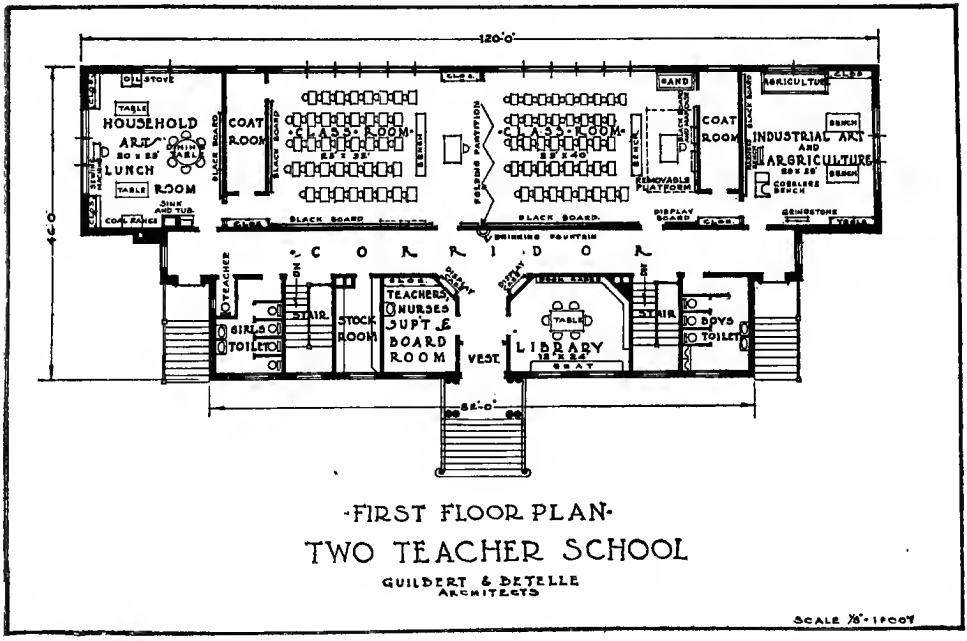
Several cuts are displayed in connection with this discussion of buildings in order to exhibit some recent features of improved school architecture.

Anyone who understands how the school is expected to function in the community will realize that not only is pioneer equipment inadequate, but many of our present day plans for building and equipping country schools are not very much more adequate for the purpose. Nor can we afford to continue to place approved designs for school buildings in the hands of local trustees and place the responsibility of building in accordance with plans and specifications upon them. If an architect is needed to direct the construc-

GUILBERT & BETELLE
ARCHITECTS

TWO TEACHER SCHOOL

tion of city school buildings, it is equally important that he should be employed by a county to supervise the construction of the buildings for the country school children of the future. There are good reasons for this contention. The first is that Clemson College plans have been carried out so poorly in many buildings built as to render ineffective some of the plans for service systems, such as adequate heating and ventilating, lighting, coloring, etc. Another reason is that the plans themselves appear to need some revis-



FIRST FLOOR PLAN

TWO TEACHER SCHOOL

GUILBERT & BETELLE ARCHITECTS

SCALE 1/8"-1'-0"

ion to conform to more modern uses which are to be made of the good country school building of the future. Especially are we thinking of large consolidated schools and of more sanitary schools. In order that the large consolidated school may measure up to the expectations of its patrons, the building must be planned for the situation and the services of an architect will be required to direct its construction.

A visitation to smaller schools should convince any competent judge that there is great need for making improvements to secure better sanitation. Toilets are a very serious problem. In our judgment where attempts to improve conditions have been made by constructing sanitary outdoor toilets, the results were far from satisfactory. In one instance the results appeared worse than the old-fashioned privy. Boards of health should give consideration to this matter, and it is possible that the experience of North Carolina

would be suggestive. That state ruled that all toilets must be placed indoors. (Outdoor pit toilets being accepted in some places). The law allowed four years for the change to be made,—25% per year. The reports given of the indoor chemical toilets are favorable.

It certainly is a mistake for health officials, and others interested, to induce the construction of outdoor toilets by some of the plans now offered the people and assume that toilet sanitation is an accomplished fact when it is beyond the teacher to give or have

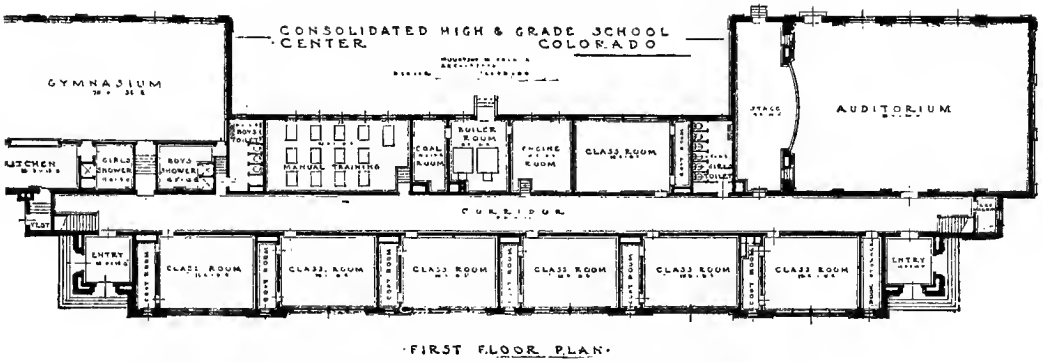
CHEMICAL TOILET
(Courtesy Kaustine Co., Inc.)

given the needed attention required for making a success of such plans. Our conjecture would be that this is the reason few such toilets were found in York County schools.

One solution of the toilet problem for larger country schools is the pressure tank system. Such a system can be installed so as to avoid freezing, and the sewage can be emptied into septic tanks when other satisfactory provisions can not be made.

SOME RESULTS FOUND.

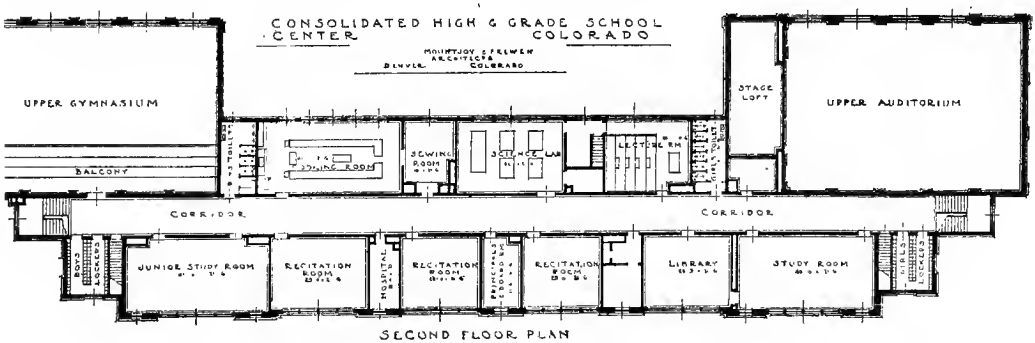
The median score of the totals for city or town school buildings is approximately 150 points higher than that for rural schools. By median score is meant that point on the scale 0 to 1000 at which we find 50% of the buildings to be above and 50% to be below. Therefore 150 points higher median must mean considerable advantage in school buildings. Again, when the town building making the lowest score is compared with the country building making the highest score, it will be noted that the best country build-



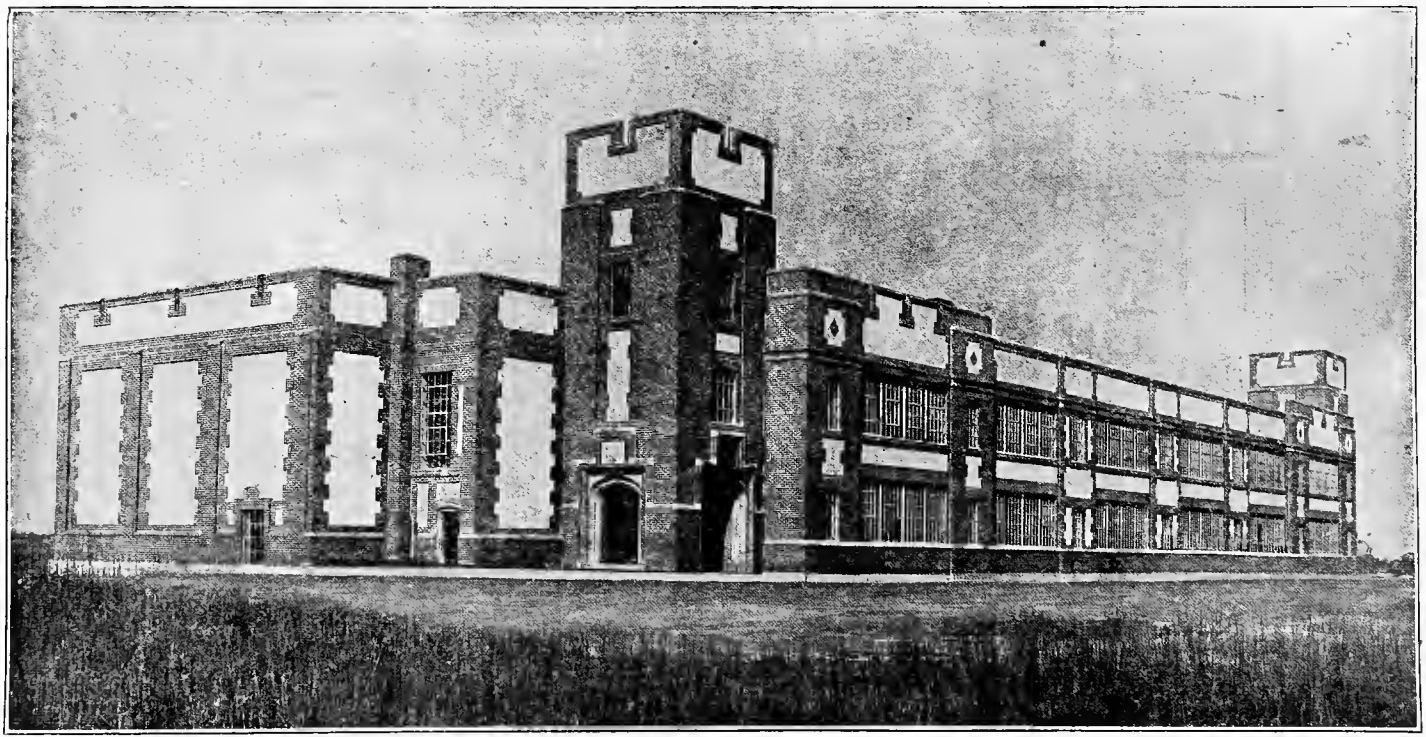
First Floor Plan, Center Consolidated School

ing has only 116 points more than the poorest town building; the highest town building has 513 points more credit than the lowest country building.

It will be seen that city sites score higher than country sites. The standards for sites of city and country vary, but an inspection of Figure II will show one reason for deduction on the score of country school sites—they are inadequate in size. But there are other causes of discount. Many of them are totally unsuited for school sites and most other purposes. Some sites were covered with trees and thick undergrowth and it was evident that no modern school use was being made of the grounds. It is also true that little has been done toward school ground improvement and beautification. The score of both city and country buildings on the size, form and use of the sites was necessarily low; one city school building is located in a close and narrow angle formed by intersecting railroad tracks. It is clearly apparent that county-unit administration would be a logical plan for the solution of many of these problems, so that there might be more right and fun-



Second Floor Plan, Center Consolidated School



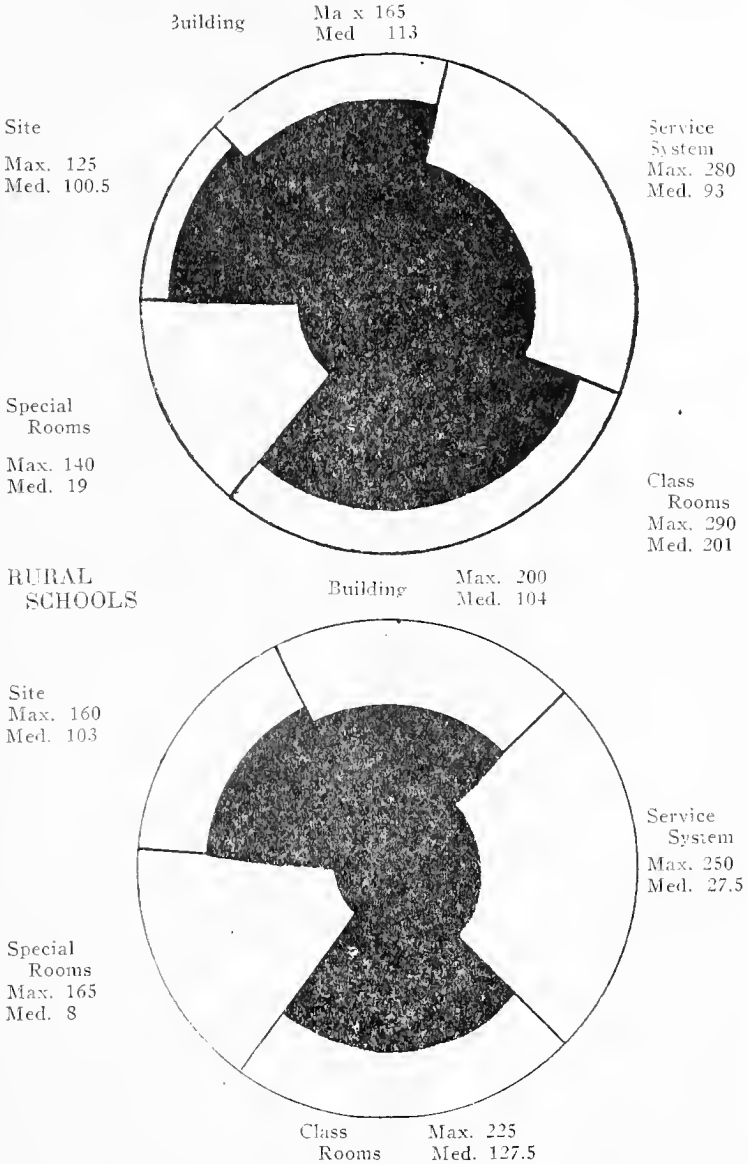
CENTER CONSOLIDATED HIGH AND GRADED SCHOOL, COLORADO
(Courtesy American School Board Journal)

TABLE II—SCORES OF RURAL SCHOOL BUILDINGS OF YORK COUNTY SHOWN IN

		SITES					STRUCTURE				SERVICE SYSTEM								CLASS		
Name of sch'l	No.	A	B	C	D	Tot'l	A	B	C	Tot'l	A	B	C	D	E	F	G	Tot'l	A	B	C
Total points, possible		65	40	45	10	160	40	90	70	200	55	20	25	20	20	50	60	250	10	80	60
Oak Ridge	1	58	31	28	2	119	36	79	25	140	21	6	9	0	0	7	11	54	9	54	42
Bethany	2	58	37	12	7	114	34	70	25	129	11	8	8	0	5	5	7	44	9	53	42
Massey	4	51	10	10	0	71	35	35	2	72	5	0	5	2	0	2	0	14	5	43	21
Roddey	5	55	30	15	0	100	37	38	4	79	3	4	5	0	5	0	0	17	0	50	35
Lowrie Wilson	6	58	39	15	9	121	38	77	28	143	20	7	12	1	1	8	11	60	8	63	46
India Hook	7	65	37	10	0	112	38	75	21	134	5	4	11	2	0	6	5	33	8	60	49
Carhartt	7	60	27	20	10	117	40	84	25	149	7	13	5	14	0	15	30	84	6	58	52
Cannon Mill	8	55	33	8	10	106	25	54	4	83	5	8	7	18	0	3	14	55	8	50	41
Beth Shiloh	8	60	36	16	0	112	35	71	5	111	8	5	7	2	0	5	7	34	8	54	52
Wilkerson	9	53	20	5	0	78	37	48	3	88	5	5	9	0	5	0	0	24	8	57	14
Ogden	14	60	36	16	9	121	37	70	17	124	5	3	5	0	5	5	2	25	8	55	29
Bullocks Creek	15	48	30	12	0	90	30	61	5	96	5	4	5	0	0	5	0	19	0	43	31
Olive	16	42	22	10	0	74	35	67	5	107	7	3	5	0	0	0	5	20	70	55	35
Mount'n View	17	55	38	10	0	103	25	43	35	103	13	6	6	0	0	0	0	25	8	55	57
Broad River	18	55	20	15	0	90	40	75	5	120	5	5	6	0	0	0	0	16	9	55	33
Beersheba	19	45	22	10	0	77	30	32	0	62	9	2	5	0	0	5	0	21	2	31	5
Sharon	20	55	20	12	0	87	35	81	28	144	5	12	5	9	2	5	6	44	7	52	46
Filbert	21	65	38	20	7	130	30	69	31	130	5	3	5	0	5	5	10	33	8	58	37
Bowling Green	22	60	38	17	8	123	35	69	5	109	8	2	5	0	0	2	5	22	8	56	52
Brandon	22	60	32	15	0	107	37	67	5	109	5	3	5	0	5	4	5	27	8	49	45
Laney	23	50	25	12	0	87	33	69	5	107	5	2	5	0	5	3	0	20	8	48	43
Dixie	24	60	38	15	0	113	20	28	10	58	5	5	4	0	0	0	0	14	0	42	10
Riverside	26	45	15	7	0	67	35	45	11	91	4	4	4	0	0	0	0	12	5	44	35
Concord	27	55	33	9	0	97	37	36	2	75	3	2	5	0	0	2	0	12	4	40	42
Bethesda	29	60	38	15	0	113	32	52	0	84	5	4	5	0	5	5	5	29	7	41	38
Forest Hill	30	53	17	10	8	88	30	60	7	97	5	2	5	0	4	3	0	19	7	51	45
Allison Creek	31	45	20	10	2	77	35	72	5	112	5	3	5	0	0	5	0	18	8	52	50
Ebenezer	32	52	25	15	0	92	25	59	15	99	5	5	7	0	1	7	7	32	5	44	16
Philadelphia	33	55	38	27	8	128	40	69	5	114	29	8	12	1	0	12	30	92	9	60	56
Tirzah	35	62	38	10	5	115	40	63	16	119	5	1	5	0	5	2	6	24	8	58	32
Newport	36	63	37	10	0	110	34	47	3	84	5	2	7	1	5	5	5	30	5	46	27
Miller	37	60	25	20	5	110	33	68	3	104	5	4	5	0	2	5	7	28	6	47	32
Hopewell	38	58	17	10	10	95	8	64	4	76	5	3	6	1	5	5	15	40	8	54	35
Gold Hill	39	57	36	12	0	105	40	25	2	67	4	3	4	0	3	2	0	16	2	25	14
Hickory Grove	40	58	25	10	0	93	30	72	29	131	5	8	4	1	5	4	11	38	9	56	27
Santiago	41	60	25	15	3	103	35	64	10	109	19	6	5	2	0	10	28	70	8	55	15
Latta	42	65	27	10	0	102	37	38	2	77	5	3	5	0	0	3	5	21	4	45	26
East View	43	55	33	15	0	103	32	50	2	84	5	1	3	0	1	0	0	10	6	50	49
Smyrna	44	40	20	10	0	70	25	56	5	86	9	4	4	1	5	5	5	33	6	39	32
Friendship	45	60	35	10	0	105	24	25	0	49	7	1	5	0	5	5	12	35	3	45	15
Catawba	46	50	34	15	8	107	30	71	0	101	3	4	6	2	0	0	5	20	6	48	29
Miller	48	58	33	11	0	102	34	65	5	104	5	3	5	2	3	5	8	31	9	50	40
Cotton Belt	49	52	38	18	0	108	30	72	15	117	17	6	5	0	5	11	8	52	9	56	50
Mt. Holley	50	45	30	25	0	100	40	47	20	107	4	4	5	0	0	5	2	20	7	52	36
Guthriesville	51	54	37	12	0	103	21	45	3	69	8	7	10	0	3	7	11	46	1	40	30
Cedar Grove	52	55	20	10	0	85	37	70	5	112	5	6	5	0	0	5	6	27	8	63	53
Leslie	52	55	32	10	0	97	32	45	18	95	6	4	5	1	4	1	5	26	7	50	43
Post Oak	53	60	38	12	0	110	30	69	5	104	5	5	5	0	5	0	0	20	10	53	48
Flint Hill	55	60	38	12	10	120	40	72	5	117	6	4	5	0	5	5	9	34	8	56	47
Blairsville	56	53	33	10	0	96	27	63	5	95	9	5	5	1	0	5	4	29	8	53	39
Fairview	57	62	39	13	5	119	37	83	5	125	16	7	13	0	5	11	0	52	8	63	48
Hero	57	40	40	15	0	95	22	41	0	63	6	4	5	0	0	0	8	23	5	30	34

MEDIAN SCORE OF YORK COUNTY SCHOOL BUILDINGS

CITY SCHOOLS



Shaded area represents the Median Score

FIG. I

damental planning. It is also self-evident that improper planning and failure to make right and adequate provisions for the school plant must necessarily counteract the process of education. The school plant should merit the respect of the pupils and factor as an inspiration to better and more efficient living.

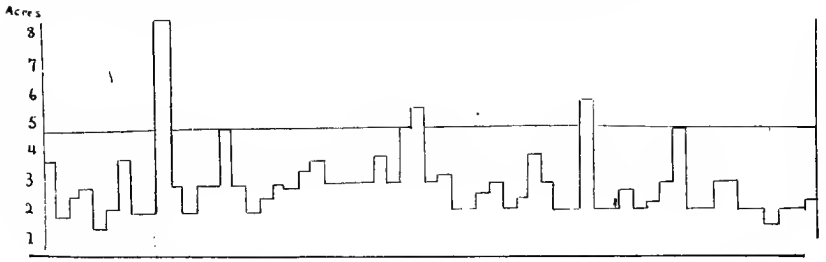


FIG. II

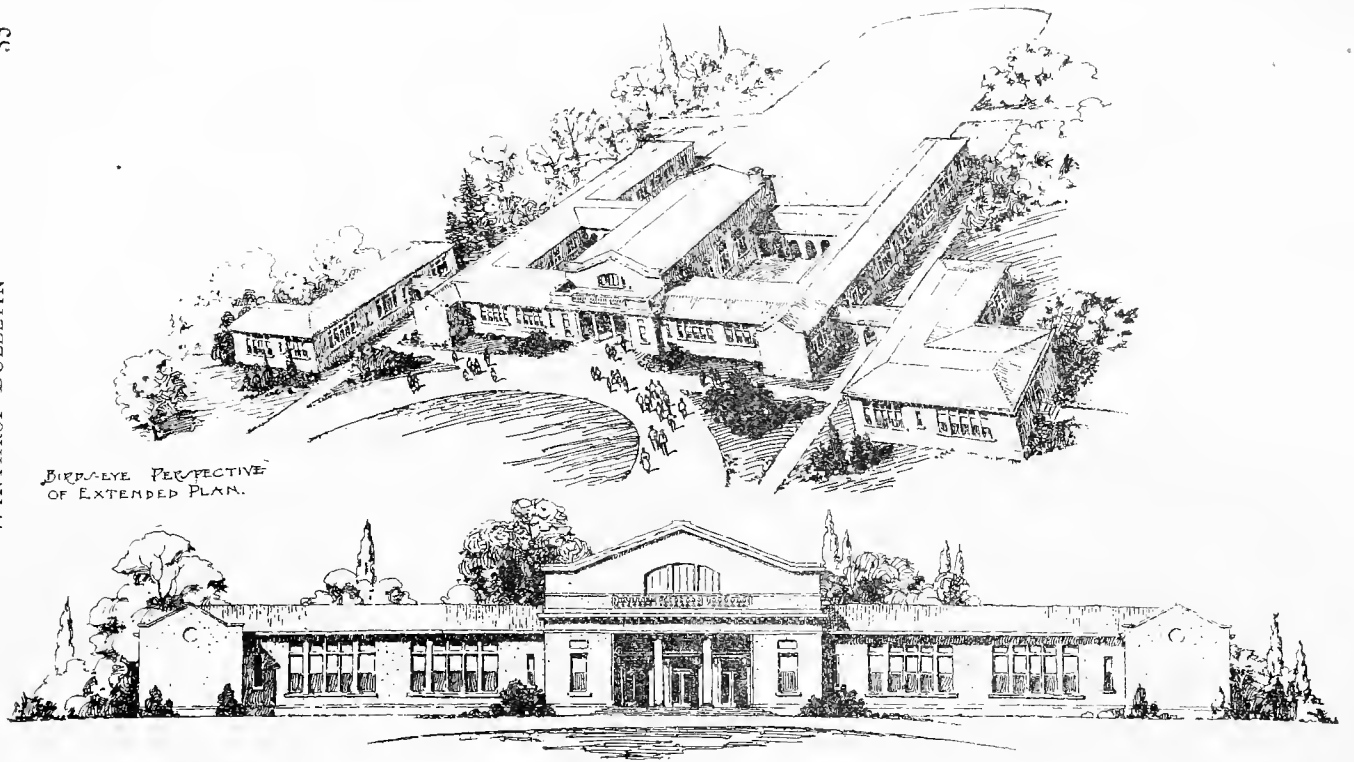
SHOWING SIZE OF SCHOOL SITES OF SIXTY WHITE SCHOOLS OF YORK COUNTY COMPARED WITH 4 ACRE MINIMUM STANDARD

Both town and country buildings scored very low on service systems and special rooms. Study Figure I. Improvements made under these two heads would raise many buildings above a score of 500. It is doubtful if a building should be used for school which will not score as much as 500; when the score of a building is about that point it is time to consider abandoning or remodeling or repairing. A higher standard or rule has been applied to teachers for a long time, that is. teachers in this state who cannot make a general average on examination of 60 per cent. and not less than 40 per cent. on any one branch are not granted a THIRD grade certificate, hence are not allowed to teach. Transpose these requirements to scores for school buildings and it would read that no building should be used for school purposes which scores in total less than 600 and which falls below 40 per cent. under any one of the five general headings.

The range of efficiency established for the buildings of York's country schools by the scorings is from 21.1% to 53.8%, that for the city and town schools is from 42.2__ to 72.4%. Anybody who believes that the present service systems of these country schools are good enough, that is, that adequate provisions are made for heating and ventilation, fire protection, cleaning system, artificial light-

(A type of modern school architecture having many desirable features of the large consolidated school.)

FIRST FLOOR PLAN—Entering Loggia. Principal's office on right and Teacher's Room on left; proceding across lobby to auditorium 54' 2" x 63' 0', on either side of which are courts 60' 0" x 74' 8"; from the stage dressing rooms there is easy access to the inner courts, to the outside and to cloisters, giving access to Domestic Science room and girls' toilet, on the opposite side to Manual Training room and boys' toilet; corridors, (10' 2" wide) afford passage around the auditorium and courts and give access to twelve class-rooms which are located on the outer side of the building; besides the main front entrance, there is one at each end and two at the rear.



PROPOSED UNION HIGH SCHOOL, LESLIE, GA.
(See descriptive footnote, page 34)
Edwards & Sayward, Architects, Atlanta.

ing, schedule and emergency equipment, water supply system, and toilet system, can make corrections and raise the total average score about 166 points; also, if there is no need for such rooms as play room, community room, library, lunch room, officials' consultation room, industrial art room, household arts room, and fuel room, the total average score can be raised about 102 points. Thus might the average score for all the rural buildings be raised to 642 or 64.2%. It will be readily granted that a few of the provisions enumerated are not serious cause for deduction from every building, but will any competent judge, after a study of standards, admit of a higher correction than 90 points for the average country school building under the two named heads? It is not likely, and such a correction would only raise the total average of the rural buildings from 374 to 464 points, less than 50% efficiency when compared to standard.

By a somewhat similar process of reasoning, one may eliminate some of the things on which the city school buildings were scored ZERO, thereby raising the average score. It is not probable, however, that anyone would so correct as to gain more than 60 to 90 points, or to raise the general average of city and town buildings to something like 55 to 60% efficiency.

It will be noted that the only building score in the county which has above 72% efficiency is Rock Hill High School, and by comparison with that building one may understand the deficiencies of some of the other buildings. It may be useful to list here the items on which that building was scored zero: fans and motors, special provisions for heating and ventilation, fire apparatus, clock, bathing, elevator, book-lifts, waste-chutes, play-room, study hall, library, gymnasium, swimming pool, lunch room, teachers' room, nurse's room, lecture room, store room, and studios. The total deductions for the above zero scores are 143 points. Under all other heads the scorer endeavored to give a reasonable and full credit. Considering the 143 points deducted, the scorer would not add more than 65 points to the score of this building by eliminating from the above list things not thought necessary to this high school. In other words this building is viewed as being 75% efficient for its present occupants. Its most striking defects are the lack of library, reading room, and laboratory. The auditorium is nice and capacious,—seating about 800, but the stage is small and the arrangements so poor as to greatly limit the uses of the auditorium. In other words, poor returns can be had from the auditorium in comparison with what might have been had by different stage arrangements. However, it is very manifest that the deficiencies of this building are due to the amount invested in it. It is an exceptional building for what it cost. Plans can be readily devised to have it merit a much higher score, but when this improvement is undertaken the future high school needs of Rock Hill should receive very careful consideration and provisions should be made for a much larger enrollment.

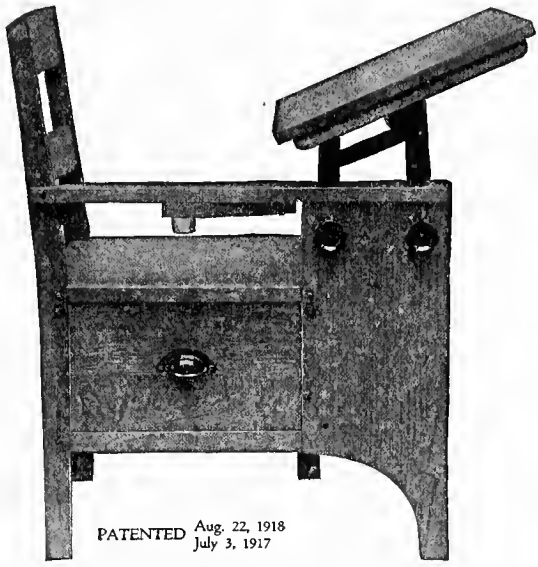
The criticism of this building is made more in detail to caution school authorities against the assumption that the tabulated scor-

ings are far too rigid because of the scoring of a few items at zero which may be regarded by them as non-essential. The original score cards are preserved to enable any school officials to make examinations if the tabulated scores are not sufficiently explicit.

SOME GENERAL FACTS.

Mention should be made of the fact that these score cards are especially valuable in checking over blue-prints of new buildings.

The per capita white enrollment invested in grounds and buildings in the county supervised schools of York in 1919-1920 was about $40.47; for the three special districts it was $110.64. The per capita invested in furniture and apparatus per enrollment for the same year was about $4.36 in county supervised schools and $5.07 in special districts.



MOVABLE DESK CHAIR
(Courtesy Empire Seating Co.)

There will doubtless be some who will examine the standards by which these school buildings have been scored and who will feel disposed to conclude that they are *heavenly standards*—or too far removed in cost and quality for the school children of York County. To such individuals, this proposition is submitted. Before reaching such a definite conclusion make an inspection of the splendid Court House of the county erected for the administration of the county's business and in particular for the trial of criminals, then answer the question, why should the building standards for the school

children of the county be lower than are those employed where criminals are tried, etc.? The Court House is what it should be, and if we were scoring court houses we would probably score this one 950 out of 1000 point score card; but if there should be high building standards for comfort and efficiency in court houses and jails, certainly there is every reason to provide equally well in building for education, and it is but good economy in the end.

TABLE III.

SUMMARY OF TOTAL SCORES FOR RURAL BUILDINGS

Name of School	No. of District	Site	Structure	Service System	Class Rooms	Special Rooms	Total
Tot'l Points Pos'ble		160	200	250	225	165	1000
Oak Ridge	1	119	140	54	153	72	538
Bethany	2	114	129	44	142	0	429
Massey	4	71	72	14	85	0	242
Roddey	5	100	79	17	125	0	321
Lowrie Wilson	6	121	143	60	159	37	520
India Hook	7	112	134	33	166	20	465
Carhart	7	117	149	84	156	20	526
Cannon Mill	8	106	83	55	138	0	382
Beth Shiloh	8	112	111	34	132	15	404
Wilkerson	9	78	88	24	97	0	287
Ogden	14	121	124	25	124	0	394
Bullock's Creek	15	90	96	19	112	12	329
Olive	16	74	107	20	129	0	330
Mountain View	17	103	103	25	139	20	390
Broad River	18	90	120	16	132	20	378
Beersheba	19	77	62	21	51	0	211
Sharon	20	87	144	44	133	35	443
Filbert	21	130	130	33	144	0	437
Bowling Green	22	123	109	22	147	8	409
Brandon	22	107	109	27	135	10	388
Laney	23	87	107	20	136	7	357
Dixie	24	113	28	14	80	0	265
Riverside	26	67	91	12	112	0	282
Concord	27	97	75	12	111	0	295
Bethesda	29	113	84	29	111	10	347
Forest Hill	30	88	97	19	128	0	332
Allison Creek	31	77	112	18	129	8	344
Ebenezer	32	92	99	32	83	26	332
Tirzah	35	115	119	24	130	0	388
Philadelphia	33	128	114	92	177	23	534
Newport	36	110	84	30	100	0	324
Miller	37	110	104	28	115	8	265

TABLE III.—Continued

Name of School District	No.	Site	Structure	Service System	Class Rooms	Special Rooms	Total
Tot'l P't's Pos'ble		160	200	250	225	165	1000
Hopewell	38	95	76	40	127	20	358
Gold Hill	39	105	67	16	54	18	260
Hickory Grove	40	93	131	38	117	25	404
Santiago	41	103	109	70	114	11	407
Latta	42	102	77	21	106	0	306
East View	43	103	84	10	130	10	337
Smyrna	44	70	86	33	102	15	306
Friendship	45	105	49	35	89	5	283
Catawba	46	107	101	20	104	10	342
Miller	48	102	104	31	132	0	369
Cotton Belt	49	108	117	52	153	0	430
Mt. Holley	50	100	107	20	123	12	362
Guthriesville	51	103	69	46	98	15	331
Cedar Grove	52	85	112	27	153	10	387
Leslie	52	97	95	26	113	10	341
Post Oak	53	110	104	20	151	0	285
Flint Hill	55	120	117	34	141	0	412
Blairsville	56	96	95	29	126	12	358
Fairview	57	119	125	52	157	0	453
Hero	57	95	63	23	82	8	271
Hypo. Med.		103	104	27.5	127.5	8	358.5
Lowest Score		67	49	10	51	0	211
Highest score		130	149	92	177	72	538
Average Score		103.1	103.5	33.7	126.4	11	374

TABLE IV

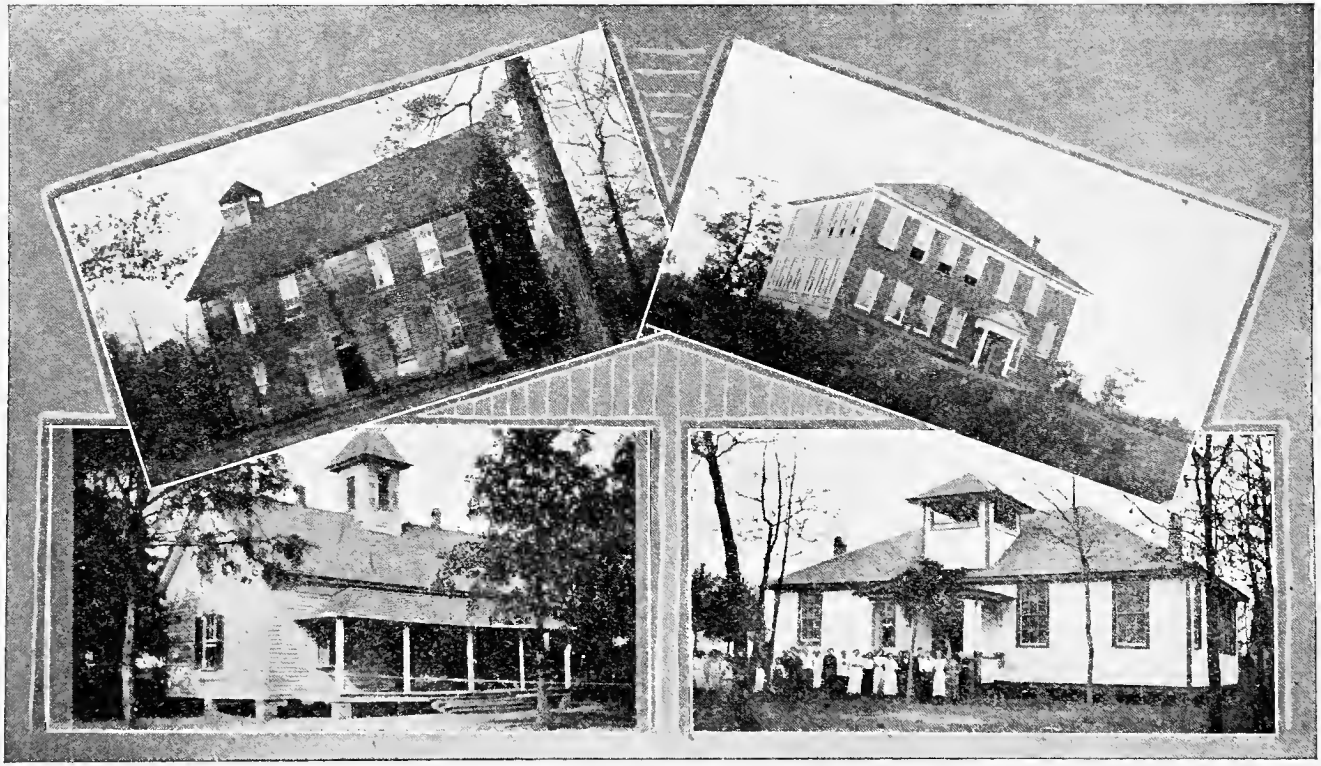
DETAILED SCORE FOR CITY SCHOOL BUILDINGS

DISTRICT	SITE				BUILDING				SERVICE SYSTEMS								CLASSROOMS						SPECIAL ROOMS				
	A	B	C	Total	A	B	C	Total	A	B	C	D	E	F	G	H	Tot'l	A	B	C	D	E	Tot'l	A	B	C	Tot'l	
Possible Score	55	30	40	125	25	60	80	165	70	65	20	20	5	30	50	10	280	35	95	85	25	50	290	65	35	40	140	1000
Clo.er 37	55	24	30	109	25	46	53	124	15	7	5	2	5	5	6	0	35	30	62	60	8	30	190	0	0	0	0	468
Fort Mill 28	47	23	25	95	18	46	51	115	15	33	7	8	2	15	29	0	109	30	59	61	8	33	191	15	16	17	48	558
Rock Hill 12																												
High chool	53	28	30	111	24	59	69	152	48	44	10	19	10	13	44	0	188	28	81	19	20	40	248	12	10	3	25	724
Central	55	26	25	106	22	54	56	132	27	38	10	15	10	10	36	0	176	25	67	61	15	37	205	13	18	2	33	652
Highland Park	55	26	11	92	23	36	13	72	10	20	8	10	0	5	8	0	61	30	62	55	10	40	197	0	0	0	0	422
Aragon-B. Buc.le	25	16	8	49	20	44	44	108	17	27	10	15	10	8	9	0	96	30	68	65	15	38	216	12	0	1	13	482
Arcade-Victoria	55	28	12	95	22	40	15	77	10	20	8	9	0	5	8	0	60	25	56	69	10	31	191	0	0	0	0	423
York 11	55	28	25	108	22	52	37	111	13	26	6	7	5	10	23	0	90	30	59	68	18	34	209	11	12	2	25	543
Hypothetical Median				100.5				113									93						201				19	512.5
Lowest Score				49				72									35						190				0	422
Highest Score				111				152									188						248				48	724

TABLE V.

TOTAL SCORES OF CITY OR TOWN BUILDINGS

	District	Site	Building	Service Systems	Classrooms	Rooms Special	Score Total
Possible Scores		125	165	280	290	140	1000
Clover	37	109	124	35	190	0	468
Fort Mill	28	95	115	109	191	48	558
Rock Hill Schools	12						
High School		111	152	188	248	25	724
Central School		106	132	176	205	33	652
Highland Park		92	72	61	197	0	422
Aragon—Blue Buckle		49	108	96	216	13	482
Arcade-Victoria		95	77	60	191	0	423
York	11	108	111	90	209	25	543
Hypothethical Median		100.5	113	93	201	19	512.5
Lowest Score		49	72	35	190	0	422
Highest score		111	152	188	248	48	724
Average score		95.6	111.4	102	205.8	18	534



OLD AND NEW IN CONTRAST, TO SHOW SCHOOL BUILDING DEVELOPMENT IN YORK

Top—Sharon (No. 20) Bottom—Ogden (No. 14)

CHAPTER V.

THE FINANCIAL SUPPORT OF EDUCATION

TAX RETURNS AND COLLECTIONS.

School revenues in York County are practically all derived from taxation. The County Auditor, to whom assessment returns are made, prepares the levy sheet; the County Treasurer puts the levies on the books and collects all school taxes levied in the county.

The returns of property by owners for taxation are reviewed by township boards. It is the duty of these boards to raise or lower tax returns so as to equalize them. Personal property returns are examined annually, but real property is reviewed every four years, the next year for such revision being 1922.

The affidavit of taxpayer when returning property certifies that property is returned at a true valuation, but citizens and tax authorities seek to make a comparative valuation rather than a true valuation. This is true as between the property of townships within the county, and as between the counties of the State.

The State Tax commission, which has been working to equalize assessments, dealt first with the property of corporations and some special properties with the aim of placing it on a 42% basis of its true valuation. It is claimed that this work has been fairly well accomplished so that a beginning of equalization has been made, but land and town or city property has not as yet been equalized on a percentage of true value basis.

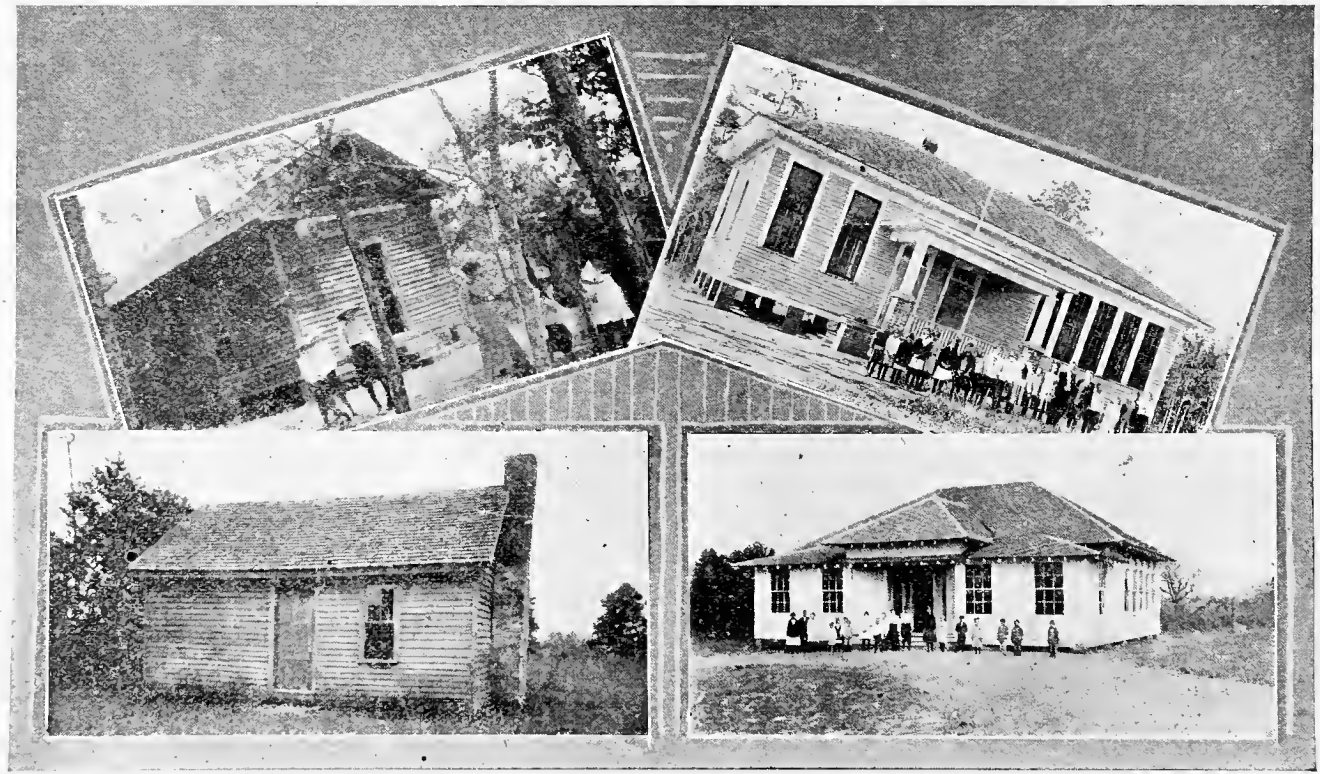
TABLE VI.

The assessed valuation by townships of York in 1919 was:

TOWNSHIP	ASS'MT	MLS. ROAD	ACRES	SQ.MLS	*LEVY
Bethel	$ 489,535	100.10	45,996.8	71.87	27
Bethesda	892,585	107.9	59,660.8	93.22	27
Broad River	668,696	72.51	39,475.2	61.68	36.5
Bullock's Crk	551,870	103.35	57,401.6	89.69	27
Catawba	3,579,103	84.5	55,155.2	86.18	29.5
Ebenezer	1,668,698	71.5	39,104	61.10	28.25
Fort Mill	1,106,723	60.22	35,910.4	56.11	27
King's Mtn.	1,205,349	101	57,331.2	89.58	32
York	1,642,338	97.4	49,932.8	78.02	29.75
Total	$11,804,897	798.48	439,968.0	687.45	av. 29⅕

* General and Township Levy, in mills. Exclusive of Special School and Municipal Tax (1920).

In the item of land, this assessment represents an average valuation of $7.91 an acre. There is not much land in the county which



OLD AND NEW IN CONTRAST, TO SHOW SCHOOL BUILDING DEVELOPMENT IN YORK

Top—Lowrie Wilson (No. 6) (Bottom—Brandon (No. 22)

could be bought for less than $30.00 per acre, and it is doubtful if a marketable valuation of the land of the county would be below $65.00 per acre. Assuming the above statement to be approximately true, a true valuation of the taxable property of the county would be several times what it is, and 42% of the true valuation would give several millions greater returns in the county.

HIGH RATES, LOW ASSESSMENTS, POOR EQUALIZATION.

At present in South Carolina the rate of taxation is being run up and assessments kept down. Unquestionably, the business-like step is to first equalize assessment of property at true value. This step was taken in North Carolina, with the result that more money is obtained by the state for education from 13 cents on the $100 (estimated to produce $5,000,000), than was formerly obtained from 32 cents on the $100. In that state, schools are maintained by the state for about one-third (three months) of the session, the county maintains the building and pays the teachers' salaries for the next three months, and local tax is the source of maintenance for the term beyond six months.

A recent report of the joint legislative committee on taxation discloses the antiquated state of the tax system of South Carolina. That committee, after a careful study of the facts, reports that the revenues, raised largely by a general property tax, are exceedingly small in comparison with the proportionate state and local expenditures by the average state in the union. The report finds that there is a gross undervaluation of property, real, personal, and intangible. Also that great inequality results from the different values at which the same class of property is returned in different counties; and that the small property owner is paying larger taxes proportionately than the larger owner.

This report pronounces the tax system of the state a failure, and that it "places the taxpayer in the position of circumventing the law and is subversive of habits of good citizenship and of public morals; it has been productive of gross iniquity and consistent in justice in the incidence of the tax burden upon the citizens of the state," and that it has led to exorbitantly high tax rates. The report points out the necessity of making some constitutional amendments before a satisfactory tax system can be made, such as a removal of the constitutional provisions requiring *taxation of all property at a uniform rate* which makes a general income tax inexpedient. Many constructive recommendations are made in the report, and it probably means the inauguration of some long needed changes.

SOURCES OF SCHOOL MONEY.

The sources of school revenue in South Carolina are: receipts from poll tax, dog tax, 3 mill tax (apportioned in county collected per enrollment), and special tax levies; local taxes are supplemented by state aid under the heads: high school, term extension, libraries and improvement prizes, building, adult schools, and the teaching of special or vocational subjects; the county makes a small appropriation for libraries, buildings, and from a county

board fund. This scheme of procuring revenues is not simple, and it is probable that local school boards find difficulty in understanding the plan of administration.

A study of the special tax graphs for York County schools (Figures III and IV) discloses how the people are voting extra levies to provide schooling for their children. The *average special tax levy for York County was doubled* during the summer of 1920 by raising it from 4.8 mills (48 cents on the hundred) to 9.5 mills (95 cents on the hundred).

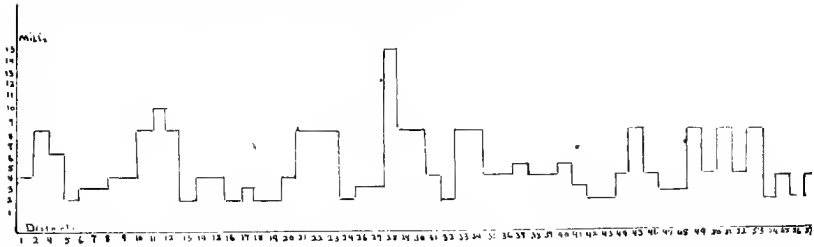


FIG. III

SPECIAL TAX LEVIES BY DISTRICTS OF YORK COUNTY (1919-1920).
Average special levy (1919-1920) = 4.8 mills.

Figure V shows that 48% of the school revenue of York was derived from special tax in 1919-1920. The great increase in tax levies voted during the summer of 1920 will make the special tax percentage of the whole school fund for the year 1920-1921 much larger. This extra tax has been voted despite the fact that the state appropriations of the year 1919-1920 fell far short (in some instances below 50%) of meeting the local funds raised in accordance with the laws by which the state co-operates. The 14.9% which came from the state in 1919 to York County's schools is a small part of the burden of school support, and it appears necessary to correct the high special tax rates, both by equalization of tax assessments and by a larger, uniform county and state-wide tax for the support of schools. The plan of North Carolina in placing school support on a basis of three months state, three months county, and the remainder local, in the payment of teachers' salaries, illustrates the purpose there to have more of the burden of school support borne in common, and it is unquestionably true that the poorer communities in this state must be assisted by some such plan before there can be much democracy in educational opportunities.*

*Last November a constitutional amendment was adopted by a large majority in California whereby the State treasury will contribute not less than $30.00 per pupil in average attendance in both elementary and high schools.

Each county is required to supplement the State's appropriation with $30 per pupil in average attendance in the elementary school and $60 similarly, for each high school pupil.

All of this State appropriation and 60 per cent of that of the county must be used for teachers' salaries. California will be able in this way to establish a State-wide minimum salary of $1300.00 a year.

THE AVERAGE SPECIAL LEVY IN THE 55 SCHOOL DISTRICTS OF YORK WAS INCREASED BY SPECIAL TAX ELECTIONS DURING THE SUMMER OF 1920 FROM 4.8 MILLS TO 9.5 MILLS—ABOUT 100% INCREASE
COMPARE WITH FIGURE III

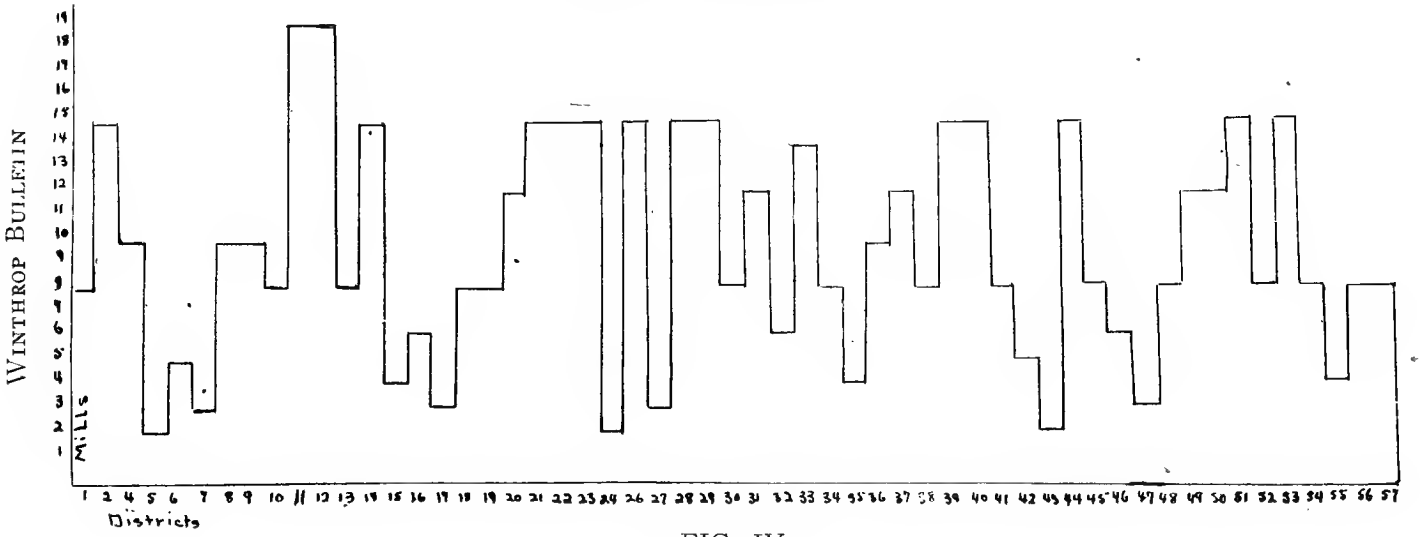


FIG. IV

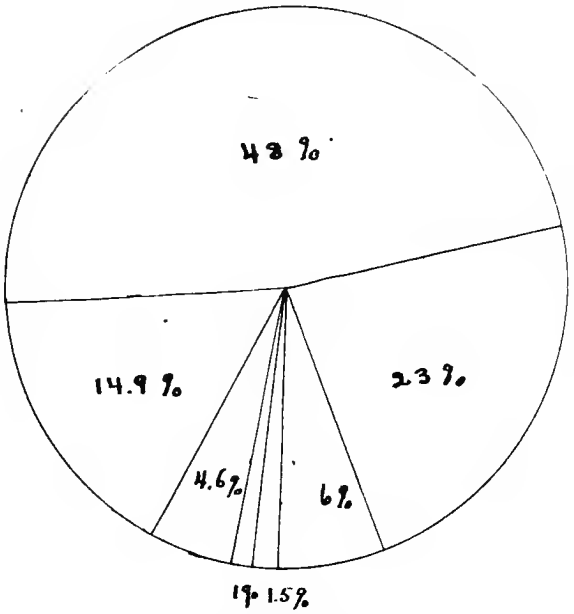


FIG. V

Figure showing the percent of School Revenues of York County (1919-1920) derived from the several sources of receipts

Special tax	=	48.9	County Board Fund	=	1.
State aid	=	14.9	Dog tax	=	1.2
3 Mill	=	23.	All other sources	=	6.
Poll tax	=	4.6			

Base of Funds = $156309.89

An inspection of total revenues of York County for July 1, 1919, to July 1, 1920, Figure VI, shows that 27.7% was spent for education. The school money of the three special districts is not included in the preparation of this figure, since these are town or city schools and such comparison would necessarily have included other city expenditures to make the comparison fair. In seeking to be fair, the expenditures for salary and maintenance of the County Superintendent's office were taken from the Ordinary County Fund and charged to education. It will be noted that about 34.7% of the total receipts was for roads and bridges, and quite a large part of that expenditure was in King's Mountain township, where bonds have been issued to build better roads.

The funds for all county purposes appear to be low, but the amount spent for education is especially low, and the per cent. of the budget allotted to education is low. Education is entitled to approximately 40% of the county's total revenues. In 1916 the city schools of Rockford, Ill., were receiving $1.97 of every $5.33 that the city raised by taxation, which is approximately 37%. The

average of 213 cities shows 30.8% for education. Education should have a larger percentage of the financial budget of York. It should be noted that the amount of the per cent. does not supply the school funds needed, if the entire budget is small.

The three mill constitutional levy in 1919-1920 was the source of about 23% of the maintenance funds for education in all the schools of the county. This is 8.1% more than the total per cent. received from the state, or 1.54 times the state appropriation to this county.

An average of State appropriations for the school years 1916-1917, 1917-1918, and 1918-1919 to York County schools totals $12,159.64, and the rank of the county among the other counties

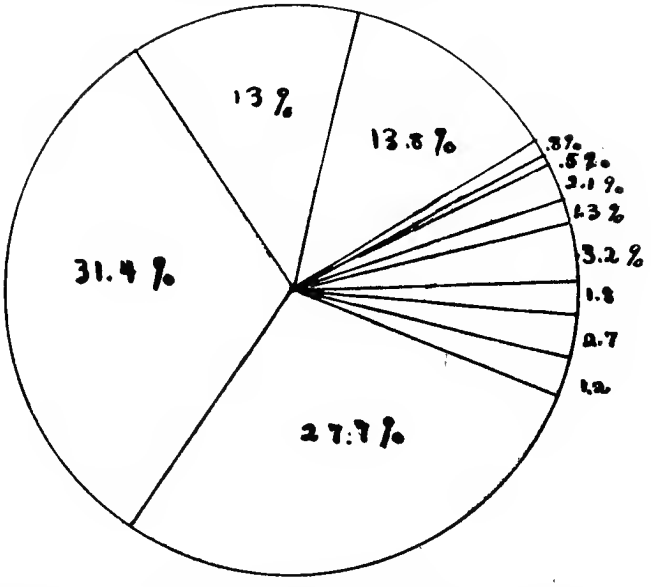


FIG. VI

Figure showing receipts by Treasurer's books, July 1, 1919-July 1, 1920, for county expenditures. Special districts are omitted from the educational fund.

Ordinary County Funds	=	31.4%	=$138,051
County Roads	=	13.	
Sale of King's Mountain Township Bonds	=	13.8	
Original Assessment Kgs. Mt. T. P. Bds.	=	.8	
Original Assessment S. F. Kgs. Mt. T. P. Bds.	=	.5	
Broad River Bridge	=	2.1	
Original Assessment Upper Catawba Bridge	=	1.3	
Lower Catawba Bridge	=	3.2	
S. F. Court House	=	1.8	
Int. for R. R. Bonds	=	2.7	
S. F. R. R. Bonds	=	1.2	
Education	=	27.7	=$122,169
Base of Funds	=		=$439,545

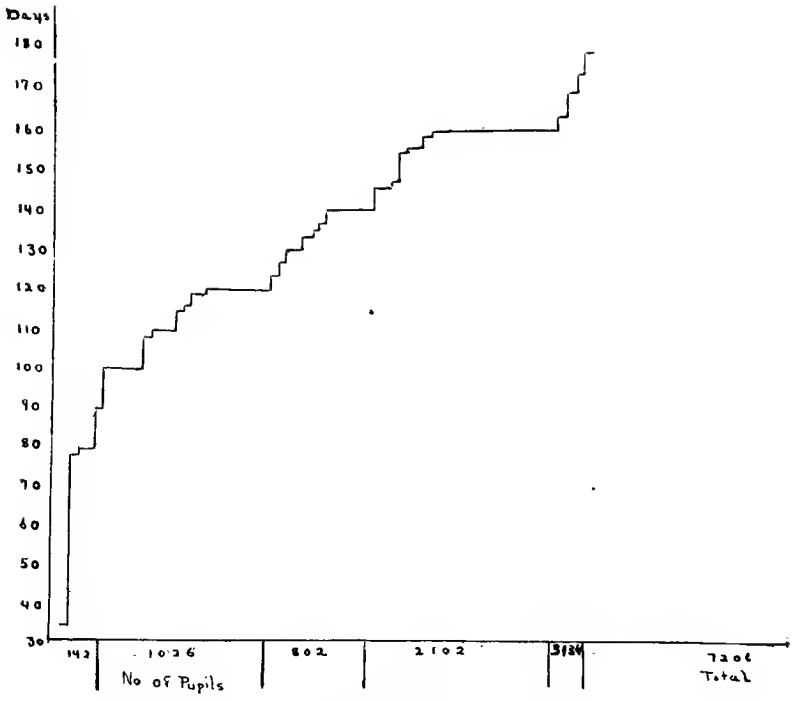


FIG. VII

Unequal School Term for White Children of York County in 1920. Sixty-six Schools.

receiving state aid is 13. The appropriations were made under term extension, $2,464.33 (three year average), rank 5; consolidated and graded schools, $4,866.67, rank 16; high schools, $1,597.00, rank 23; public school buildings, $466.67, rank 24; equalizing fund for needy schools, $768.33, rank 17; public school library and improvement prizes, $72.33, rank 21; night schools, $496.27, rank 4; agricultural instruction, $157.50, rank 18. The total sum of the individual averages varies from the average of the total amount received because of a variation in the manner of tabulation in the reports so as to include other classifications of State aid. The amounts appropriated are so small and the method of distribution is such that little has resulted in the equalization of school opportunities within the county.

PERMISSIVE TAX LAWS.

The general school law permits a school district to levy a local special school tax of $1.50 per hundred of assessed valuation for current expenses and 40 cents per hundred high school tax. The general school law provides for the issuance of bonds

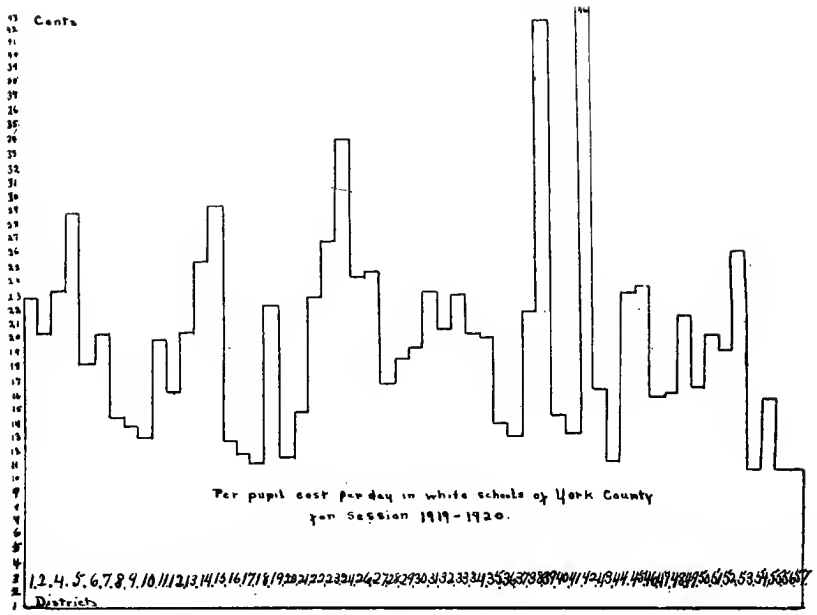


FIG. VIII

Figure showing variation of pupil costs per day in cents.

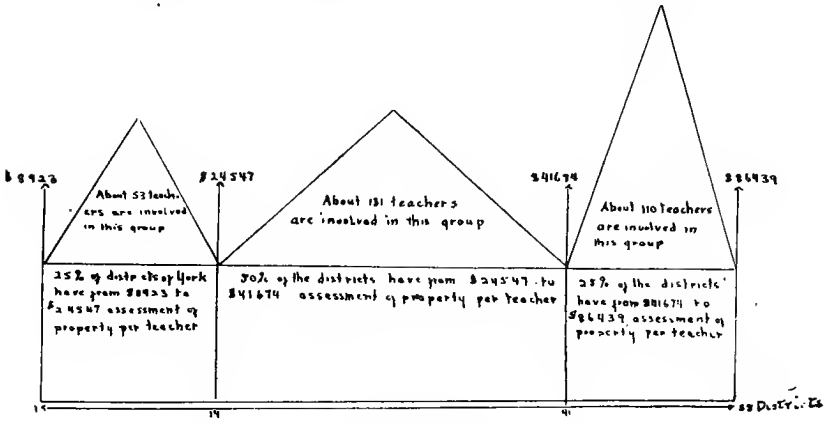


FIG. IX

Figure showing the amount of assessed valuation of property for the districts of York County, and the unequal amountsper the teachers employed in 1919-1920

Lowest assessed valuation per teacher = $8923. There are 3 such teacher situations.

Highest assessed valuation per teacher = $86439.There are 7 such teacher situations.

Median assessed valuation per teacher = $36626.50.

Median assessed valuation per district = $31071 (Per teacher)

Average assessed valuation of land in county = $7.91 per acre.

not to exceed 4% of the assessed valuation. Rock Hill levied in 1920 19 mills special, 4 mills for interest on bonds, and 3 mills for sinking fund for bonds—a total of 22 mills special school tax.

When we compare our taxation laws for education in South Carolina with those of some other states, we find that the permissive rate per hundred, or number of mills, shows up very creditably, but the real bottom falls out by reason of the difference in the per cent. of assessed valuation. There certainly has been no wave of advance in tax returns comparable with what has occurred in market values. If local initiative be relied upon to correct this fundamental defect, it will never come, since local initiative which favors an equalization of tax assessments considers it to be a state-wide proposition so long as there is a state levy.

SOME VITAL INEQUALITIES.

In giving consideration to the problems of equalizing school opportunities as between strong and weak districts, country and town districts, Figure VII presents the inequality of days of school offered white children in York. Note that 16.2% of the children had only 120 days or less; over 25% of them were offered 140 days or less, over 43%, or the children of wealthier districts, as assessments now stand, were given from 160 to 180 days of schooling under better conditions.

TABLE VII.

Assessed valuation of property in dollars. Per Teacher	Frequency* of districts	Frequency of Teachers employed.	Frequency of Pupils Taught.
1,000—10,000	1	3	94
10,000—20,000	7	31	1307
20,000—30,000	18	58	2972
30,000—40,000	14	83	4410
40,000—50,000	8	39	1848
50,000—60,000	2	59	3967
60,000—70,000	1	4	296
70,000—80,000	1	7	378
80,000—90,000	3	10	681
	Total 55	294	15953

* *Frequency* is a technical word used in distributions, and means the number found in that class or under that heading. Both races.

A study of Figures VIII and IX, Tables VII and VIII, reveals the inequalities from other angles. 53 teachers in the county have back of them from $8,923 to $24,547 assessed valuation of property; 131 teachers have from $24,547 to $41,674; and 110 teachers have from $41,674 to $86,439 behind them. Can good schools be maintained when one-half of the teachers of the county each have less

than $36,626.50 of taxable property from which the major part of their support must be derived, or when one-half of the school districts each have an assessed valuation of less than $31,071.00 per teacher? Again, we may well ask what difference does it make in providing funds for schools if the rate of taxation ranges from 30 mills ($3.00 per hundred) to 76.5 mills ($7.65 per hundred), if the average assessed valuation of the 439,968 acres of land be only $7.91 per acre, and much other property is equally low? It is very likely that many taxpayers imagine themselves to be paying high taxes because the rate is high, and it is proba-

TABLE VIII

Assessed Valuation of property per pupil in York County 1919-1920 both races.

Districts.	Property Valuation Per pupil.	Frequency of Districts	Pupils both Races.
8, 39,	$100.—150.	2	329
0.	150.—200.	0	0
6.	200.—250.	1	34
9.	250.—300.	1	91
43, 56.	300.—350.	2	491
24, 30, 31.	350.—400.	3	570
13, 22, 38, 51.	400.—450.	4	1173
14, 15, 18, 21, 29, 35, 41, 49.	450.—500.	8	1961
2, 17, 19, 23, 33, 42, 45, 57.	500.—550.	8	1375
1, 4, 34, 40, 50.	550.—600	5	1159
47, 54.	600.—650.	2	171
5, 16, 44.	650.—700.	3	414
36.	700.—750.	1	152
27.	750.—800.	1	62
0.	800.—850.	0	0
12, 28, 32, 46.	850.—900.	4	4928
20, 37, 52.	900.—950.	3	1387
26.	950.-1000.	1	104
48.	1000.-1050.	1	90
10, 11.	1050.-1100.	2	836
0,	1100.-1150.	0	0
55,	1150.-1200.	1	119
53.	1200.-1250.	1	52
7.	1250.-1300.	1	454
55 Districts	Totals - - - -	55	15952

Median assessed valuation per district for each pupil ----$540.62
Lowest assessed valuation per district for each pupil------ 100.55
Highest assessed valuation per district for each pupil ----1291.00
Upper 25 per cent lies about ---------- 856.25
Number of pupils involved below median step are about --- 5,706
Number of pupils involved above median step are about --10,246
Total ----------15952

bly true that other properties less tangible than land, houses and lots are escaping with as low or no valuation at all, Note the property valuations back of each pupil as shown in Table VIII.

It is very proper to ask what tax is now paid by professional people, salaried and wage classes who make no returns other than polls, street or road, and a little personal property? One who farms and makes 20 bales of cotton on his land must pay several times the tax that one pays who is paid $1200. for work. Such a condition seems to attach a penalty to ownership and independent operation.

If we take the median assessed valuation per district ($31,071.00 per teacher) and levy on that property the total tax permitted for current maintenance—15 mills—it it would raise only $466.07.Such a district will be entitled to its tax of $1.25 per head on dogs, $1.00 per capita polls, its percentage apportioned per enrollment of the 3 mill tax, and will probably draw from the State under the term equalization act, rural graded school act, etc., but after reckoning all sources of receipts one will find it difficult to discover sufficient revenues to pay a competent teacher's salary, and the amount obtained will be far short of providing a good school plant and its upkeep. In 1915, York spent $17.48 per capita white enrollment and $1.22 per capita negro enrollment, and in 1919, $15.19 per capita white and $1.67 per capita negro; the average for the State was 1915, white, $16.22, colored $1.93; 1919, white, $20.43, colored, $2.31. In the comparison of these years, York fell behind the State average of expenditures for whites, and expenditures for negroes remained below the state average.

BETTER SUPPORT OF TOWN SCHOOLS.

The following data show the averages for a five-year period for York County for the years 1915, 1916, 1917, 1918 and 1920.

DAYS SCHOOLING				
	White		Negro	
	Town	Country	Town	Country
5 year average days of school	167.4	135	114.2	74.4
For 1915	170.	140	117	70
For 1920	161	134	111	79
SALARIES PAID TEACHERS				
5 year average annual salary paid teachers	Men	Women	Men	Women
	$668.03	$388.65	$141.83	$ 92.51
For 1915	584.00	384.65	116.00	70.00
For 1920	883.00	522.00	200.00	144.00

The above tabulations bring out the contrast between the strong and weak schools financially, as the average terms for town and country disclose it. The low salaries of teachers and the small increase are shown by the second tabulation. The teaching force of white schools of 1915 compared with 1920 is as follows:

	MEN				WOMEN			
	1st grd.	2nd grd.	3rd grd.	TOTAL	1st grd.	2nd grd.	3rd grd.	TOTAL
1915	26	3	1	30	109	18	1	128
1920	21	3		23	127	27	10	164

The average salary increase of men teachers for 1920 over 1915 was about 66%; for women, about 73%. There were 7 less men teachers in 1920 and there were 36 more women. There were 29 more white teachers employed in 1920 than in 1915, and the white enrollment increased from 5,497 to 7,397, a gain of 1,900, or about 34%. It appears that the teachers of York were just about entitled to their salary increase on a basis of increased enrollment, regardless of the increased cost of living. If we may judge teachers by the grade of certificate held, the certificate rank of the men employed in 1920 was higher than that in 1915, while the opposite is true of the body of women teachers. There were two teachers holding third grade certificates who taught in the city or special district schools in 1920. the remaining ones, holding lower than first grade certidcates, taught in the county_supervised schools.

Another fact which indicates greater city school progress than country school progress in York County is the greater investments being made in school buildings. In the three special district schools, Fort Mill has completed quite a large addition to its school building; York has been making considerable repairs on its present building and is planning a bond issue for the erection of an elementary school building to cost about $125,000; Rock Hill has six buildings with estimated value of $239,000 and will soon let the contract for another $75,000 elementary school; a building for the negroes of Rock Hill was recently completed at a cost of $45,000. In the county-supervised schools three buildings were erected in 1915 at a total cost of $6,150.00, six in 1916, at a total cost of $7,100.00, two in 1917 at a total cost of $2,500.00, two in 1918 at a total cost of $3,500.00, one in 1919 at a total cost of $1,452.00; none in 1920. The total invested in new school buildings in county-supervised schools since 1914 is $20,700.50. The bonded indebtedness in those schools, issued since 1914, is only $1,600.00 (in District No. 1). Other county-supervised districts having outstanding bonds are districts 20, 21, 37, and 40—the total amount being $22,250.00, issued from 1910 to 1912.

It is true that the county has been conducting its business very largely on a cash basis and county-supervised schools have a very small bonded indebtedness.

EXPENDITURES FOR WHITE CHILDREN.

The best way to get an understanding of the expenditures for education in the county-supervised schools of York is to study Table IX.

TABLE IX.

Average cost whites per day's schooling in 54 county-supervised schools of York for six years 1915-1920, and the costs per day's schooling for 1920. Obtained from total expenditures divided by days of school multiplied by average attendance.

District	Year and Average	Teachers' Salaries	Furniture and Apparatus	Fuel and Incidentals	Repairs	Grounds and Buildings	Library	Total Expenditures	Days of School	Total Enrollment	Average Attendance	Per Capita Per Day Cost Per Av. Attendance
1	1920	1120.00	120.00	63.00	--	.....	.....	1303.00	160	53	35	.232
	aver	973.41	34.49	75.69	....	452.78	.....	1536.37	157.6	43.8	26.5	.367
2	1920	1820.00	211.54	161.05	....	252.40	.....	2444.99	160	177	74	.206
	aver	1591.04	59.26	105.63	....	144.77	12.02	1912.73	124.5	159	109	.141
3	1920	No School										
	Aver	571.50	29.39	30.80	....	190.37	.....	822.07	108	49.6	33.4	.227
4	1920	390.00	.....	177.00	....	.....	.....	567.00	120	31	20	.236
	aver	357.91	4.01	50.74	....	5.74	.....	418.41	129.1	30	15.6	.207
5	1920	520.00	.....	178.75	....	.....	.....	698.75	160	29	15	.291
	aver	539.17	22.92	52.58	6.50	45.44	7.16	673.77	138.3	43.6	27.8	.175
6	1920	560.00	.....	88.28	....	.....	.....	648.28	160	34	22	.184
	aver	438.34	.....	46.09	....	42.72	16.18	543.33	154	33	19.6	.180
7	1920	1760.00	74.75	631.81	....	.....	.....	2466.56	160	75	37	.416
	aver	1284.87	65.56	541.65	....	6.83	7.44	2054.18*	154.8	74.6	43	.308
8	1920	2230.00	.....	12.12	....	.....	.....	2242.12	140	176	109	.147
	aver	1203.98	20.80	25.48	....	155.17	5.66	1411.11	156.6	151.1	86.5	.104
9	1920	355.00	.....	37.06	....	.....	.....	392.06	100	47	28	.140
	aver	340.71	12.67	16.03	....	12.62	.....	381.86	106.6	62.5	27.3	.131
10	1920	420.00	.....	28.90	....	.....	.....	448.90	120	32	28	.133
	aver	280.83	14.65	15.69	....	.....	2.91	314.46	110	42.3	27.8	.102
13	1920	1200.00	.....	70.19	....	.....	.....	1270.19	160	69	38	.208
	aver	1087.50	.....	98.20	....	23.33	.....	1209.37	157.3	51.8	32.5	.236
14	1920	2860.00	.....	124.02	....	.....	74.95	3058.97	160	116	74	.258
	aver	1809.44	130.15	198.17	....	33.57	15.32	2186.66	150	107.1	68	.214
15	1920	1160.00	100.00	188.36	....	.....	.....	1448.36	135	48	36	.298
	aver	1054.18	43.52	65.91	....	24.09	2.83	1190.69	152.5	56.8	34.6	.225
16	1920	360.00	.....	14.64	--	.....	.....	374.64	120	35	24	.13
	aver	244.58	.....	4.94	....	135.56	.....	385.08	115	30.5	17.6	.19
17	1920	660.00	.....	17.55	....	.....	.....	677.55	130	64	43	.121
	aver	374.96	17.57	17.56	....	204.28	.....	614.38	110	54.3	29.6	.188
18	1920	325.00	.....	35.14	--	.....	.....	360.14	100	57	31	.116
	aver	251.87	20.47	36.77	....	255.44	.....	564.57	93.3	43.6	24.8	.244
19	1920	700.00	.....	13.73	....	391.10	.....	1104.83	119	56	41	.226
	aver	319.48	.....	10.00	....	74.40	6.66	410.49	110.9	42.5	25	.148
20	1920	1800.00	161.31	.....	....	.....	.....	1961.31	155	144	106	.119
	aver	1542.66	54.79	172.44	....	21.34	2.00	1793.24	162.5	114	88.1	.125
21	1920	1739.00	.....	81.92	....	.....	51.16	1872.08	140	138	85	.157
	aver	1204.41	39.10	90.98	....	.....	11.36	1345.86	156.6	103.6	68.6	.125
22	1920	3367.50	.....	2.48	....	.....	.....	3369.98	153	138	95	.231
	aver	1685.07	38.86	43.04	....	261.69	9.66	2038.50	134.3	113.8	81.6	.186
23	1920	1260.00	.....	53.63	....	.....	.....	1313.63	98	71	49	.273
	aver	1009.58	22.30	24.86	....	.....	6.66	1063.41	113	80.8	55.3	.17
24	1920	200.00	.....	35.70	....	.....	.....	235.70	36	30	19	.390
	aver	323.75	15.84	14.66	....	.....	.....	354.25	101	28.1	20.3	.124
25	1920	.....	.....	.....	....	.....	.....	.....	No	School.		
3-yr.aver		207.70	.....	1.27	....	9.03	.....	218.00	110	19	11.3	.175
26	1920	772.50	.....	22.87	....	.....	.....	795.37	115	48	28	.247
	aver	467.70	12.46	45.13	....	.....	2.83	527.97	123	38.5	21	.203
27	1920	330.00	.....	.....	....	.....	.....	330.00	110	20	12	.250
	aver	266.66	9.13	1.71	....	.....	.....	277.51	120	20	11.1	.208
29	1920	1050.00	14.00	157.76	....	.....	.....	1221.76	140	84	47	.185
	over	792.08	30.98	159.18	....	81.71	7.83	1071.50	143.3	66.8	37	.202

* Includes $147.82 for transportation.

Continuation of Table IX.

District	Year and Average	Teachers' Salaries	Furniture and Apparatus	Fuel and Incidentals	Repairs	Grounds and Buildings	Library	Total Expenditures	Days of School	Total Enrollment	Average Attendance	Per Capita Per Day Cost Per Av. Attendance
30	1920	1045.00	.....	42.28	....	200.06	.....	1287.31	133	76	49	.197
	aver	513.96	17.74	21.90	....	154.56	7.16	715.32	127.1	54.5	35.8	.157
31	1920	561.65	.....	79.37	....	.....	.....	641.02	80	44	34	.235
	aver	435.93	7.34	26.26	....	250.30	.....	719.89	101.6	43.5	29.5	.240
32	1920	765.00	.....	25.50	....	.....	.....	790.50	180	34	21	.209
	aver	604.72	.....	86.72	....	.....	2.50	693.94	179.1	36.5	22.5	.176
33	1920	1050.00	.....	99.19	....	98.77	.....	1247.96	137	73	39	.233
	aver	843.09	47.00	79.81	....	294.45	7.33	1271.74	148.6	63.5	33.6	.254
34	1920	450.00	.....	18.18	....	.....	.....	468.18	120	30	19	.205
	aver	292.50	9.06	10.80	....	21.16	7.16	340.67	126.6	30.8	19.1	.141
35	1920	1400.00	.....	376.55	....	.....	78.62	1855.17	140	86	65	.238
	aver	1117.50	1.83	200.42	....	36.29	13.10	1369.15	143.3	93.5	67.5	.141
36	1920	1080.00	.....	55.50	....	.....	.....	1135.50	156	77	51	.142
	aver	794.16	14.83	47.45	....	6.09	.....	862.55	150.8	63.8	39.8	.143
37	1920	6070.00	.....	85.12	....	.....	55.00	6210.12	156	428	337	.111
	aver	3540.99	.....	367.27	....	242.08	12.00	4162.35	159.3	309.8	220.8	.118
38	1920	1070.00	12.40	104.64	....	.....	.....	1187.04	108	70	50	.219
	aver	767.32	2.06	62.54	....	.....	.....	831.94	121	73.3	67	.102
39	1920	935.00	18.00	161.35	....	.....	.....	1114.35	124	43	21	.428
	aver	929.16	26.14	75.25	....	.....	2.83	1033.41	145.3	67.8	40.5	.175
40	1920	1920.00	.....	166.36	....	.....	.....	2086.36	147	139	97	.146
	aver	1626.66	16.66	103.74	....	200.70	2.83	1950.12	146.6	121.1	82.5	.162
41	1920	587.50	.....	91.10	....	.....	.....	678.60	110	66	46	.134
	aver	542.29	3.08	53.34	....	11.10	2.83	612.31	125	55.5	40.3	.121
42	1920	400.00	.....	51.56	....	.....	.....	451.56	140	33	17	.189
	aver	354.16	6.06	55.18	....	.....	.....	415.39	137.8	24.8	13.5	.223
43	1920	450.00	.....	61.84	....	.....	.....	511.84	100	51	31	.165
	aver	408.33	20.83	49.24	3.31	7.00	7.83	496.56	126.1	45.1	26.1	.216
44	1920	670.00	.....	25.16	....	.....	.....	695.16	119	95	51	.114
	aver	757.79	6.10	22.01	....	14.00	.....	798.23	129.6	71.5	41	.150
45	1920	1480.00	.....	99.39	....	.....	.....	1579.39	160	66	42	.220
	aver	901.66	18.74	96.19	....	.....	2.50	1018.62	145.8	58.1	37.1	.188
46	1920	1200.00	228.15	140.81	....	.....	.....	1568.96	160	66	41	.241
	aver	1072.50	51.44	93.97	....	69.43	.....	1283.51	170	55.8	38.3	.197
47	1920	392.50	.....	21.30	....	.....	.....	413.80	130	26	20	.159
	aver	315.83	.....	23.33	....	59.87	3.32	402.35	119.1	23.6	13.8	.244
48	1920	480.00	.....	11.20	....	.....	.....	491.20	120	35	25	.130
	aver	422.50	8.91	26.17	4.94	19.16	2.83	484.52	150	32.5	18	.179
49	1920	1181.00	86.77	99.51	....	.....	.....	1367.28	140	65	45	.217
	aver	918.08	26.91	173.49	....	87.06	2.83	1208.38	131.6	75	48.3	.19
50	1920	2200.00	.....	60.00	....	.....	.....	2260.00	160	135	85	.166
	aver	1745.00	28.10	96.55	....	16.46	.....	1886.13	160	119.3	78.6	.15
51	aver	1200.00	.....	88.86	....	.....	.....	1308.86	160	47	40	.204
	aver	910.00	.....	51.29	....	21.20	5.47	987.97	160	47.6	33.5	184
52	1920	1920.00	.....	79.00	....	.....	17.96	2016.96	160	96	68	.176
	aver	1579.16	31.48	35.23	....	195.00	2.99	1843.88	155	77	59.5	.20
53	1920	714.75	180.77	33.95	....	.....	.....	929.47	110	52	32	.264
	aver	596.62	30.13	73.89	....	139.86	.....	840.18	123.6	59	36.3	.187
54	1920	492.00	.....	1.10	....	43.40	.....	536.50	110	72	45	.108
	aver	295.29	.....	18.34	....	7.23	.....	320.90	115	52	29.5	.097
55	1920	925.00	.....	98.87	....	.....	.....	1023.87	127	85	51	.158
	aver	772 79	22.27	46 88	....	110.50	7.16	958.61	137.8	65.5	39.3	.177
56	1920	770 00	.....	36.10	....	.....	.....	806.10	140	76	54	.106
	aver	598.33	11.48	24.24	....	117.31	.....	751.87	123.3	70	46.1	.134
57	1920	880 00	.....	67.39	....	.....	.....	947.39	98	137	91	.106
4yr.aver		560.00	.....	25.64	....	51.98	6.66	644.29	122.5	133	81	.064

Table IX shows that the median cost to the 54 school districts per pupil per day in county-supervised schools for the six school years 1915-1920 to have been .1875; that is, in 27 districts the cost was more and in 27 it was less than .1875. The cost to 13 of these districts was above .207. Compare these costs with the three year average costs for elementary education in the city of Rock Hill (Table X) and it will be seen that three-fourths of the districts have been paying more for elementary education than Rock Hill, which paid .137 per capita. It would be a fairer comparison to use only the instruction and operating costs of Rock Hill (.119 per capita average attendance) and there were only six of the 54 districts having lower costs.

TABLE X

THREE YEAR AVERAGE EXPENDITURES IN ROCK HILL
Showing Distribution and Per Pupil Cost (Average Attendance) for 1918, 1919 and 1920

	HIGH SCHOOL				ELEMENTARY SCHOOL			
	TOTAL	PER CAPITA	TOTAL %	CENTS PER DA. PER PUPIL	TOTAL	PER CAPITA	TOTAL %	C. PER DAY PER PUPIL
General Control	$ 741.04	$ 5.24	6.9	2.9	$ 1226.46	$ 1.31	5.3	.007
Instruction.	7185.87	50.85	67.7	28.8	17790.24	19.01	77.7.	.108
Operation	976.31	6.95	9.2	3.9	1798.61	1.92	7.8	.011
Maintenance	1470.86	10.42	13.8	5.9	1713.31	1.83	7.4	.01
Auxiliary	190.52	1.35	1.8	.7	274.88	0.29	1.2	.001
Miscellaneous	43.61	0.31	0.4	.001	80.25	.085	99.75	.0004
TOTALS	$10608.18	75.12	99.8	42.201	22883.75	24.445	99.75	.1374

THREE YEAR ATTENDANCE FOR 1918, 1919, and 1920.

High School (White) 140.3

Elementary School (White) 935.6

No. of Days in Session (Average) 176.

NOTE: The expenditures for Rock Hill were distributed under these headings very carefully, but owing to a variance in book-keeping from these headings this tabulation can not be considered as exact as had this distribution been made by this plan on the original book-keeping. Capital outlays for new grounds and buildings were not included. It does seem that a plan of distribution similar to the above used throughout the state would be valuable.

The difference in costs of elementary education in the county schools and in Rock Hill may be stated by saying that the median

cost in the county schools is 36.8% greater than the cost in Rock Hill; and the cost in 13 of the county schools is 51% greater. The average per pupil cost in the seven town schools (see census) of the county is 10.2% less than the median cost for the 54 districts; and the average cost in the seven town schools (.158) is 14% greater than the cost in Rock Hill. Therefore, the country schools pay much more for elementary education than does Rock Hill or the seven small towns of the county, and they do not make as good provisions for their schools.

It is also a striking fact that 13 of the county-supervised districts paid less than the median cost of the six year average for the session of 1920; in other words, no higher costs of education reached these schools in the period of greatly advanced prices.

In the comparisons above, the fact that the county-supervised schools have a small high school enrollment included is a negligible factor, and does not render the comparisons unfair.

EN ROUTE TO SCHOOL
Wayne (Motor-Driven). 33 children, not counting driver and teacher.

CHAPTER VI.

A PROGRAM OF CONSOLIDATION

Programs of development which have been planned with view to what should take place in the future are indispensable to right growth in a county's system of schools. Without such a program the school cannot be expected to reach the highest degree of efficiency nor will it be possible to prevent many unwise expenditures. The thing of prime importance in good school administration is to map out the best course and policy for the improvement of the schools, otherwise what ought to be done will not be done because so many things have been done contrary to what should be and at no little expense.

It is, therefore, proposed to discuss in this chapter a scheme of consolidation for the schools of York County which it is thought would greatly facilitate their development into schools which can offer far better educational advantages to country children.

In arranging this scheme of consolidation three important things have been kept in mind: (1) to provide a sufficient number of children for the profitable and economical operation of a school, (2) to provide a taxable area which would involve sufficient property to maintain the school, and (3) to select what appears to be the most natural and feasible point of location for the school.

If this presentation shall result in provoking thought upon the part of the people in the areas involved so that they may study and determine what kind of school can be operated by the proposed plan, and if it costs more, whether or not it will pay to have the proposed school and to pay the difference in costs to secure additional and superior service then the purpose of the program will have been realized.

LARGER TERRITORIAL UNITS.

It is perfectly clear from presentations made elsewhere in this study that our small districts cannot establish and maintain schools which give the children of the district anything like equal opportunities with town and city children, therefore, this program considers education from that point of view and seeks the realization of that worthy aim by adequate consolidation and transportation.

The scheme of consolidation may be seen by a study of Map I, which shows the present location of the schools of the county, and of Map II which presents a plan of forming larger territorial units. A few schools have been left out of the program because there are some instances where transportation would prove too great an undertaking in the beginning. The disposition of such schools can be made after experience is gained. Consolidation to the point recommended would be a signal achievement.

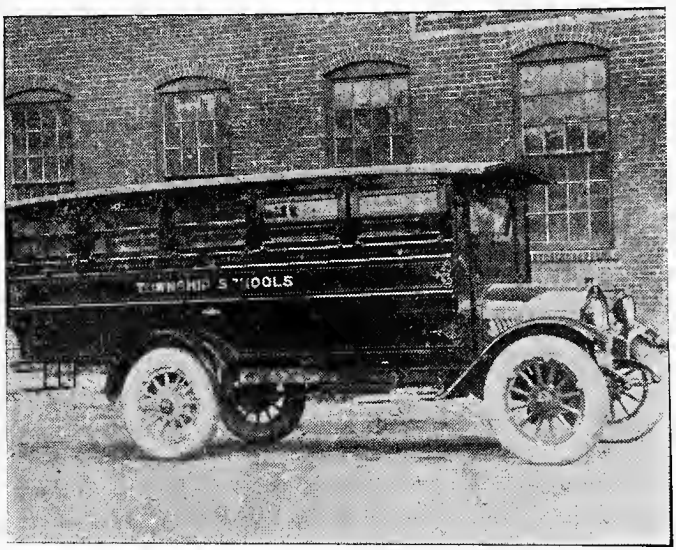
CATAWBA TOWNSHIP USED FOR ILLUSTRATION.

One of the most feasible propositions in York County would be to bring all the children of Catawba Township to one point—probably Neeley's Creek Church. The area of this district would be about 82.65 square miles. The point suggested is of considerable common interest; the roads of the township can be put into condition for the purpose without very great expense; according to past school enrollment there would be about 400 children and without doubt good high school facilities would cause an increase to 450. At the present rate of assessments the area thus consolidated would have an assessed valuation of about $923,869. The white schools included made expenditures during the year 1920 of $8,164.06. Ten teachers were employed. The special taxes levied that year were: No. 5, 2 mills; No. 45, 8; No. 46, 4; No. 50, 4; No. 52, 4. About 45% of the total expenditures for the school year ending in 1920 came from the special tax levy, which would be approximately $3,700.00; about $4,464.00 of the 1920 expenditures were derived from other sources. Had the special tax levy been 15 mills or had the assessed valuation been raised to make the equivalent, about $13,850.00 could have been secured from that source and the total revenue would have been about $18,300.00. This amount would suffice to employ a principal at a salary of $2,400.00 and 14 teachers at an average salary of $1,000.00, and leave a balance of $1,900.00 for operating expenses.

WAYNE HORSE DRAWN SCHOOL CAR

Again the present plan of giving state aid would enable such a school to secure quite a large sum from the state under the several plans of state aid, and such a school could soon qualify for aid under the Smith-Hughes act.

If we assume that all of the children except 250 could walk to this point about as conveniently as they now do to their present schools, there would be a proposition of transporting in autobusses and school wagons 250 children. The number of children to be transported can be accurately determined beforehand, and it may also be determined as to how many motor trucks and how many horse hacks would be required. Depreciation of the transportation equipment must be figured as cost.



WAYNE AUTO BUS BODY
Oldsmobile Truck Chassis

THE COSTS.

The following costs are given for transporting 285 children to the Jackson School in Randolph County, Indiana, where the term was eight months and 12 horse hacks were used:

Depreciation and repairs on hacks at 10%	$ 60.00
Drivers' wages	724.00
Interest on investment—6% on $4,800.00	36.00
Total cost per month	$820.00
Total cost per day	41.00
Cost per child per day	.144

The larger consolidated districts in the states of the Middle West range from 36 to 46 square miles. The cost of transporting 210 pupils at the Jackson Township School in Preble County, Ohio, where four autobusses and one horse hack are used, amounted to $1087.00 per month or .259 cents per child per day.

Some of the districts in Colorado are very large. The Sargent school of that state enrolled 397 (50 in high school) transported 390 at a per pupil cost of .208, maintained 10 motor truck routes of an average distance of 14 miles, the district had an assessed valuation of $3,749,130, and a levy or 7.5 mills. The Center School of the same state enrolled 409; (63 in high school) transported 184 at daily per pupil cost of .301, maintained six motor truck routes with average distance of 18 miles—farthest 22; area of district is 153 square miles, assessed valuation $3,119,000, and the levy 8.5 mills. A school budget of this school was $28,000, and about 22% of it was spent for transportation. The building was erected by bond issue and cost $112,000. The building was dedicated March, 1920, and it is located in a town of 800 people.

Just what would be the cost of transporting 200 to 250 pupils in Catawba township can not be accurately determined until it is tried out. We feel safe in estimating that transportation can be arranged cheaper than what many consolidated schools are paying. The cost for eight months at 20c would be $6,400.00 for 200 and $8,000.00 for 250 pupils. Such a school as proposed can probably secure state aid sufficient to increase its current maintenance fund to $20,000.00 which would require only $1,700.00 from the state, were 15 mills special tax levied. Besides, the law permits 4 mills high school tax, which would yield $3,695.00, if it proved necessary to levy it.

Possibly $6,000.00 would be required to transport the pupils; if so $14,000.00 would remain for other operating expenses. It does seem reasonable, however, to believe that 20% of such a budget could be made to pay the expense of transportation. It must be remembered also that there are many ways of reducing costs, such as using high school boys for drivers, having some teachers to board out on the routes and come in by motor truck; having a motor truck to make a long haul and a short one, etc.

An account in The State, February 5, 1919, of a comprehensive report on the results of the consolidation of rural schools in South Carolina by the State Supervisor of Rural Schools, which was to be embodied in a report to the department of superintendence of the National Educational Association, gives the following excerpt: "Of the consolidated schools, 129 provided conveyances to haul the pupils to school at public expense. The average salary paid to drivers of these vehicles was $22.91 per month. The salaries varied from $6.50 paid in Barnwell County to $43.84 paid in Richland County. The number of pupils conveyed in the wagons was 1,723 at a cost of 10 cents per day per pupil; the cost per pupil varied from 2c per day per pupil in Dillon County to 21 cents in Greenwood County." Of course, not all of the schools mentioned in this report are consolidated schools, as the term is used in this survey, hence somewhat greater transportation costs should be expected.

If the means of transportation are owned by the school it will probably simplify the management and enable many economical arrangements for drivers. The necessary transportation equipment should be viewed as a part of a school's equipment, just as the building, furniture, etc. A district should count the cost of the entire plant and equipment before making an issue of bonds or providing for the original investment.

MORE FUNDAMENTAL PLANNING NEEDED FOR COUNTRY SCHOOLS.

The general school law of the state does not quite contemplate such a building situation as would be demanded for a consolidated school of this type, since it provides for the issuance of bonds not to exceed 4% of the assessed valuation. However, this consolidated district would be able at the present assessed valuation to issue under the law $36,954 in school bonds. That amount would have been sufficient to provide a school plant for such a school a few years ago, but not so at the present costs. However, prices are rapidly becoming more normal and within a few months it is probable that $50,000 to $60,000 will build a good building and furnish it to accommodate 400 to 500 pupils.

One who compares the estimated expense of this school with the present cost of operating the six schools in the township may say the cost to the people is more than twice as much. The answer is that they will receive more than twice as much.

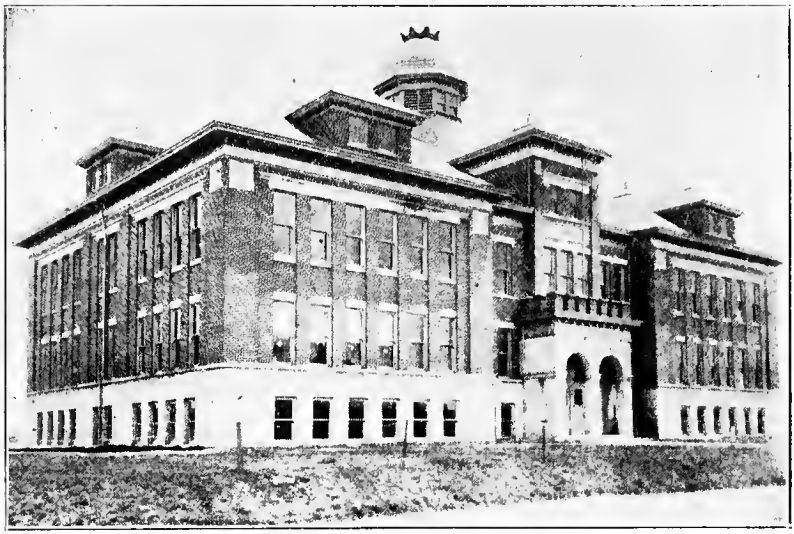
Let the proposition be viewed from that angle. The additional costs are very largely due to the maintenance of a high school, which usually costs from two to three times the per capita cost in the elementary school. A good high school is a pressing need of the Catawba community and the proposed plan provides a good one which would receive the respect and support of the people.

Suppose the people of that township should choose to patronize the Rock Hill High School, and suppose that school should be in position to receive as many as 50. Someone must bear the expense, either the people must pay tuition or the state must give Rock Hill enough to cover the tuition charges. The average per capita cost of high school education in Rock Hill for the past three years was $75.12. If Rock Hill were paid tuition to cover cost, 50 outsiders would pay as much as $3,756. It would be necessary to have conveyance to school or to pay board. Boarding the 50 pupils, if arrangements could be made, would cost $13,500 for the nine months. Besides, there are many additional expenditures for patrons which such a situation would cause. The actual costs to the people by such a plan would be $17,256 for tuition and board. Compare that with the estimated costs of maintaining more suitable school facilities at home.

Suppose the proposition of transporting these high school pupils to Rock Hill be considered. Two motor trucks would be required, and it requires no figuring to see that if they are to be transported it should be to a school in the home community.

Enough has been said to show that the cost of high school education away from country communities is almost sufficient to

maintain both the elementary and high school at home and transport the necessary number under the consolidated plan. The only reason it is not costing country people that now is because but a few of them are getting high school education, and were it not for such opportunities as staying with relatives, etc., to go to high school, the number would be fewer. It is probably true that at present town and city schools are carrying outside patrons at a very low charge for education.



FARMLAND CONSOLIDATED
Randolph County, Indiana

It does not seem necessary to argue that a large consolidated school which has the advantage of a good school plant and corps of teachers is preferable from every point of view for the education of country boys and girls than to rely upon town and city schools and their environment for education—even if such a plan would result in a satisfactory per cent. in high school. Possibly the strongest argument for the large consolidated school is the satisfaction which it gives its patrons. Several careful investigations have been made to determine the success of the large consolidated school and the results show a hearty approval of its advantages and service by 90% of the patrons, and the nature of the objections raised do not indicate any serious defects which can not be remedied. The fact that the average attendance at many of these schools is from 95 to 98 per cent. in the primary department, speaks strongly for this type of school organization.

There remains an alternative to consider. It is to let these elementary schools remain where they are and consolidate the

GREENFORD CONSOLIDATED
Randolph County, Indiana

high school patronage of the township at one of the schools. This can be done and schools can be operated as they are now at less expense. However, the less expense means the offering of inferior school opportunities in both elementary and high school. The difference will be manifest in the school plants provided, the teaching force employed, school enrollment and average attendance, and in many phases of the community social life. This plan is known as the centralized high school in South Carolina, and its achievements are not comparable to those of the genuinely consolidated school.

The consolidated school has every argument in its favor over such a plan, but it should be sufficient to point out its superiority in causing a transition from the elementary school to the high school. In order to do this the figures from Randolph County, Indiana are submitted:

	BEFORE CONSOLIDATION	AFTER CONSOLIDATION
Number of one-room schools	131	3
Number of first-grade township High Schools	1	16
Number of township pupils in High School	61	742
Number of grade teachers	154	86
Number of high school and special teachers	3	62
Per cent. of 8th grade graduates in high school	21-50	97

Eighth grade graduates	1915—240	entered high school	230
	1916—242	entered high school	231
	1917—253	entered high school	243
	1918—232	entered high school	227
	1919—248	entered high school	248
Total	1215		1179
Number of pupils transported in 1918-19			3126
Number of horse-drawn hacks			102
Number of motor busses			28

Inasmuch as the consolidated schools of Randolph County, Indiana, have been mentioned and used comparatively, one will naturally desire more information about that county and the comparison with York County is carried still further here in order to set forth more of the facts.

In order to show the progress made in school buildings where consolidation has taken place, several cuts of buildings in Randolph County, Indiana, and some cuts of buildings in Champaign County, Ohio, are distributed through this discussion. For the photographs of these buildings, we are indebted to Mr. R. P. Crawford, Associate Editor of The Nebraska Farmer.

COMPARISON OF YORK AND RANDOLPH COUNTIES

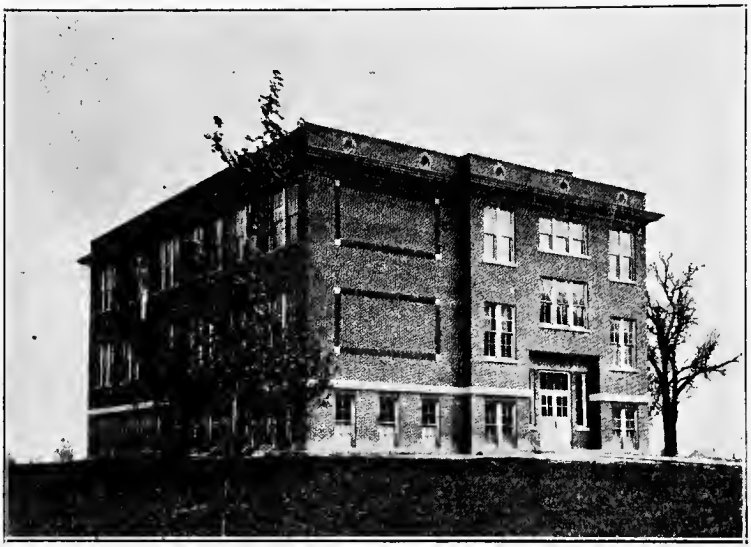
TABLE XI

Randolph County, Indiana

TOWNSHIPS	ASSESSED VAL.	LOCAL TAX PER 100	STATE SCHOOL TAX PER 100
White River	10,484,410	.435	.054
Washington	6,472,370	.395	.054
Greenford	5,650,420	.355	.054
Stoney Creek	3,113,080	.78	.054
Battle Creek	3,840,180	.62	.054
West River	4,657,410	.8175	.054
Green	3,063,400	.58	.054
Ward	6,232,340	.555	.054
Jackson	3,532,460	.37	.054
Wayne	5,859,800	.68	.054
Monroe	5,856,000	.46	.054
Franklin	4,266,870	.35	.054
Total	63,028,740	Average .5331	Average .054

Randolph County is purely an agricultural county, containing only two small cities and a few small towns. Its area is 460 square miles, and the area of its twelve townships varies from 24 to 74 square miles. The population of the county was about 29,000 in 1910. The area of Randolph County is about two-thirds that of York County, and its population was approximately 70% of that of York County in 1910. The largest city had 4,226 inhabitants; the next largest 3,209.

Property in Randolph County is assessed at about a true valuation. Land averages an assessment value of $123 per acre. The sources of school support are seen in the tabulation given above; there is an additional poll tax of 50c and the interest from the State School Fund. The per capita expenditure in high school averages $100.95, in grade schools $41.75. The average wealth back of each teacher is $393,929.625 in the county or township schools; in the city schools, $202,322.26. City schools have boards of trustees of three; township schools are administered by one township trustee, subject to appeal to the County Superintendent in most cases.



STONY CREEK CONSOLIDATED
Randolph County, Indiana

The census of 1910 gives the total valuation of the crops of Randolph County to be $2,980,050; total acreage planted, 139,033; total bushels produced, 4,744,526; bushels of corn, 3,555,231; oats, 951,410 bu.; wheat, 230,516 bu.; tobacco, 837,069 lbs.; potatoes, 65,307 bu.; hay, 47,445 tons, etc.

Compare the total value of crops of Randolph County with that of York County in 1910—Randolph, $2,980,050. York, $4,066,666. Randolph's agricultural products amounted to about 75% of those of York. York's land is assessed at $7.91 per acre and Randolph's at $123.00. The net profit from Randolph's crops is doubtless greater proportionately, since cotton is an expensive crop to produce, and it is true that commercial fertilizers are used in producing most products in York County.

The thirteenth census gives reports from 593 farms in Randolph County on which $18,875 was expended for fertilizer, and reports from 4,989 farms in York County on which $367,621 was expended for fertilizer.

It should be noticed that by the thirteenth census in Randolph County 2,061 (62.6%) farms were operated by owners and 1,223 (37.1%) by tenants; in York County the same report gives 1,376 (25.1%) farms operated by owners and 4,050 (73.9%) operated by tenants.

The contrast in the percentages of tenants existing in the two counties is necessarily a serious factor to educational maintenance in country schools, which are largely dependent upon a land tax. Of the 4,050 tenants operating farms in York, 1,156 were white.

In the early days Randolph County had 134 one-teacher schools and used mud roads; today that county has gravel and macadamized roads; 6 one-teacher schools remain. Before consolidation there were 61 pupils in high school; today there are 742 and the population has not increased much. 97% of their eighth grade graduates in the past five years have entered high school. Efforts to consolidate began about 1890, and it is interesting to compare some of the cuts of their school buildings with those where consolidation has not taken place.

An examination of the photographs of some of the Randolph County schools will show the extent to which that county has realized its better school program in physical equipment.

JACKSON TOWNSHIP CONSOLIDATED
Randolph County, Ind.

A PLAN OF CONSOLIDATION FOR YORK.

Map II shows the points proposed as places for consolidated schools. The following tabulation will give an approximate notion of the size of these schools, were the consolidation to take place, and something of the ability of the enlarged districts to support the schools at the present low assessment rates:

TABLE XII

SCHOOLS	APPROXIMATE AREA OF CONSOLIDATED SCHOOL DIST. IN SQ. MILES	DISTRICTS	PRESENT ENROLLMENT	PRESENT 1919-20 ASSESSMENT	EXPENDITURES WHITES OF THESE DISTS. LAST YEAR FOR ALL PURPOSES	PER CAPITA PER ENROLLMENT
Catawba Twp.	82.65	(5, 45, 46, 50, 52	400	$923,869.	$8,164.06	20.41
Lowrie Wilson	47.67	1, 6, 14, 29,	246	579,262.	6,232.01	25.33
McConnellsville	62.83	13, 51, 33, 16.	244	448,575.	4,201.65	18.80
Bullocks Twnp.	48.25	10, 15, 56.	145	319,485.	2,703.36	18.64
If with Sharon	59.75	10, 15, 56, 20.	289	595,375.	4,664.67	16.14
Hickory Grove	56.57	(40, 44, 18, (9, 38.	408	471,031.	4,720.76	11.57
Bethany	48.25	2, 41, 24, 54.	355	289.090.	3,904.79	11.00
Filbert	40.40	21, 49, 47, 53.	247	308,095.	4,582.63	18.56
Brandon,	48.62	22, 30, 23.	305	311,575.	5,970.92	19.58
Tirzah	45.35	35, 8, 31, 43.	301	517,112.	5,010.15	16.66
Ebenezer	38.75	36, 32, 7,	183	871,161.	4,392.56	16.82
(Omitting Carhartt No. 2)		(Carhartt 78)				
Ft. Mill Twnp.	30.50	26, 39, 55.	175	340.364.	2,933.59	16.76

NOTE: Two schools of Chester County could probably very well join in with McConnellsville; viz: Armenia and Lowryville.

The children of district 4 could be transported to Fort Mill, districts 34 and 42 to York, district 27 could join with Brandon consolidated, and district 47 seems to have an alternative of consolidating at Filbert or of going to York; it would probably be the better tlan to join with consolidation at Filbert. The schools remaining as they were for a time are 19, 54, 17 and Carhart No. 2 in district 7, and possibly Cannon Mill (No. 8.) It would probably be better for consolidation in Bullock's township to take place at Sharon on a good site and on the opposite side of town to the present Sharon building, being conveniently located on the road leading up from Bullock's Creek and the other schools involved. This would leave four schools not included in this scheme of consolidation, and there would be (counting city schools) fifteen or sixteen large schools in the county. These schools could offer good high school advantages. There would possibly be two or three that would limit the high school training offered to two years, at least for a time.

ESTIMATED COSTS

What expenditures would be necessary in carrying out the school program involved in Table XII? The expenses should not be underestimated; it is better to overestimate, since it is due the public to know in advance how great the costs will be. The people can then decide if they are willing to pay the differences in cost in order to obtain better school advantages.

The first item is the providing of adequate school plants, located on suitabe sites. Eleven buildings would be required for the consolidations. The six smaller ones could, probably with right planning and good economy, be erected for $25,000.00 each when prices have reached a normal level and adjustment; the three next in size $35,000.00 each, and the two largest $45,000.00 each. Eighteen motor busses and eighteen school hacks would probably do the necessary transporting, and their probable cost would be about $35,000.00. Add to these amounts of the original investment $20,000.00 for unforseen costs and the total amount would be $400.000.00. This would represent a per capita school enrollment of $133.00, which would not be too large, comparatively speaking.

There is sufficient evidence given in this study to show that such a school bonded indebtedness would not be viewed as excessive, provided equalization and true valuation of property were made. Eight per cent. of $50,000,000 assessments would cover the sum total; the necessary changes in assessments would have to be made before the proposed program could be realized. The situation now is filled with handicaps which must be removed preliminary to action by the people, who are able to do for themselves, if given a chance; and it is altogether probable that a study of the facts will cause the people to dispose of the obstacles within a short while in order to advance their vital interests.

The cost of operation arises next in this school program. A study of Table IX is helpful in understanding the estimates made here. By that table 13 schools have been paying above .20 per day per pupil in average attendance; on that basis the cost of maintaining eight months school* with the present teaching force in the eleven schools would be $86,400.00 plus transportation costs, but this gives no consideration to the reduction of the number of grade teachers, to the employment of more special and high school teachers, and to principals. Furthermore, it does not consider increased salaries for the teachers.

A consideration of the costs of transportation given elsewhere, in Chapter VI, for places without and within this state will show

*Some may think an eight months compulsory attendance session too long for the Southern cotton farmer. In opposition to that idea are the facts: (1) that it does not pay the farmer to deprive his children of education in order to grow cheaper cotton, (2) to diversify crops more will prove of great financial advantage to the cotton grower by the growing of some more valuable crops when properly marketed and by the improvement and conservation of the soil, (3) school can be opened later by minimizing Christmas holidays, and (4) the planting of early and improved varieties of cotton will facilitate the early gathering of the crop which would be greatly appreciated by all who have engaged in cotton picking in cold weather.

that the costs are necessarily large, and that their reduction so as to be kept within a reasonable percentage of school budget expenditures requires good business management. Ownership of the equipment by the school will undoubtedly prove a means of economizing in the main costs for drivers, gasoline, etc.

The number requiring transportation would have to be determined by a study of each individual school unit, and in doing this to the advantage of a scheme of transportation it should be remembered that many of the children now walk from 2 to 3 miles in the present system of small and convenient school units. This study might raise the question of more advantageous location of one or two schools in the interest of a practical scheme of transportation.

If it be assumed that 60 % of the children would require transportation and that it can be done for 15 cents per day per capita, the cost for 1800 pupils for 160 days would amount to $43,200.00.

Increase the expenses of operating by the present plan ($86,400.00) by 25% ($21,600.00) and allow $20,000.00 to supplement and care for the additional expense of inaugurating the operation of a high school system, and the total cost of operation would be approximately $170,000 annually for the eleven schools. During the first year or two this would probably mean a per capita average attendance expenditure of $63.00, which is not exorbitant but reasonable when compared with expenditures in many places. The per capita per enrollment would not exceed $57.00 in the beginning, and would doubtless be as low as $50.00 within a short time. The average cost per capita average attendance in Rock Hill (by Table X) was $54.78.

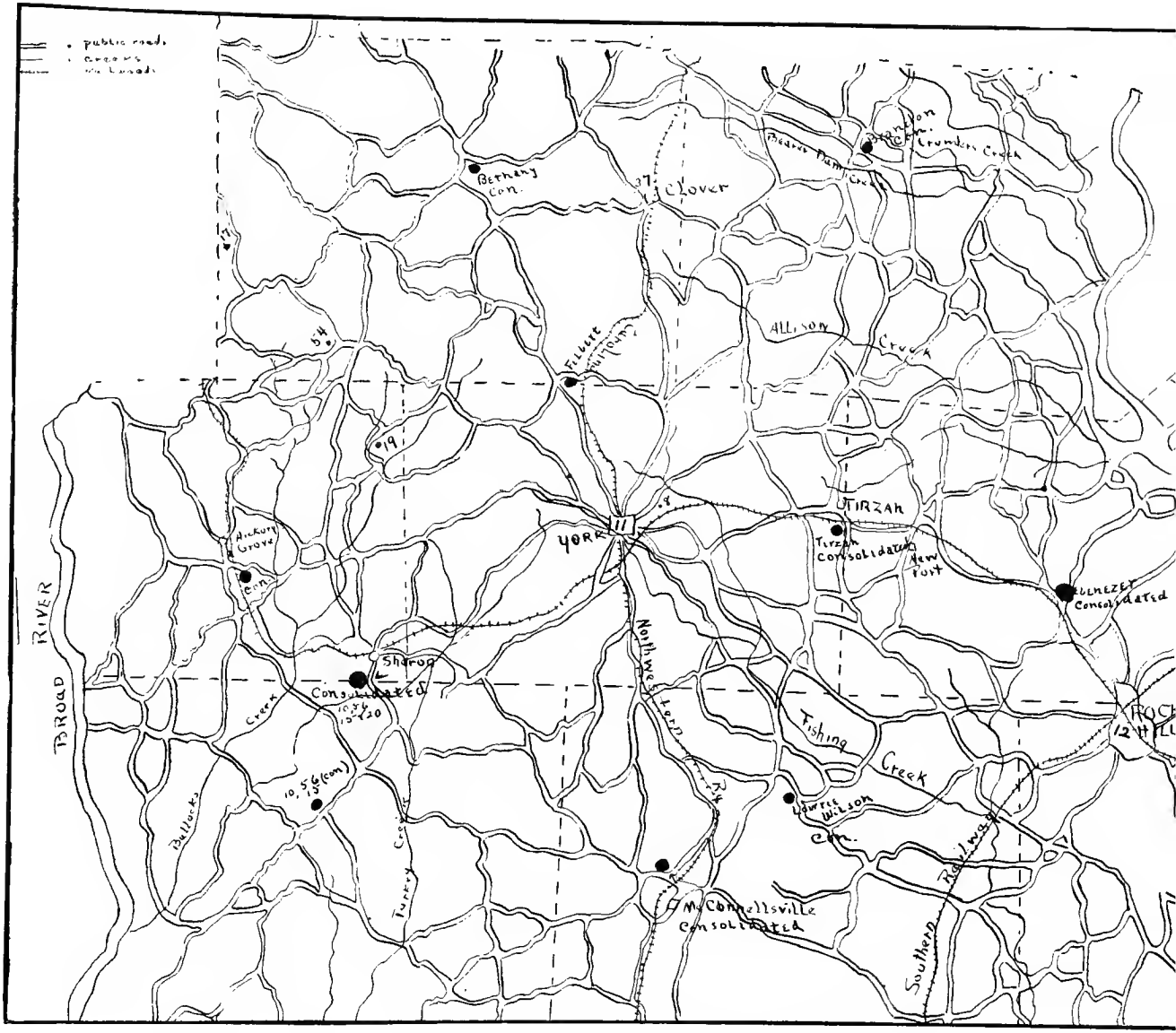
If the valuation of $50,000,000 be used as a basis .34 per hundred tax or 3.4 mills would produce $170,000 for current maintenance. Compare with the local tax average given in Table XI of .5331 per hundred. However, the schools are not to be supported entirely by local tax.

The costs to carry a $400,000.00 bond issue at 6%, and to take up a $20,000.00 bond annually so that the indebtedness would be liquidated at the expiration of 20 years would be $44,000.00 for the first year, and this sum would decrease annually by $1,200.00, due to the reduction of the principal. The tax required to carry this amount, using the estimated valuation, would be .00084 or less than one mill.

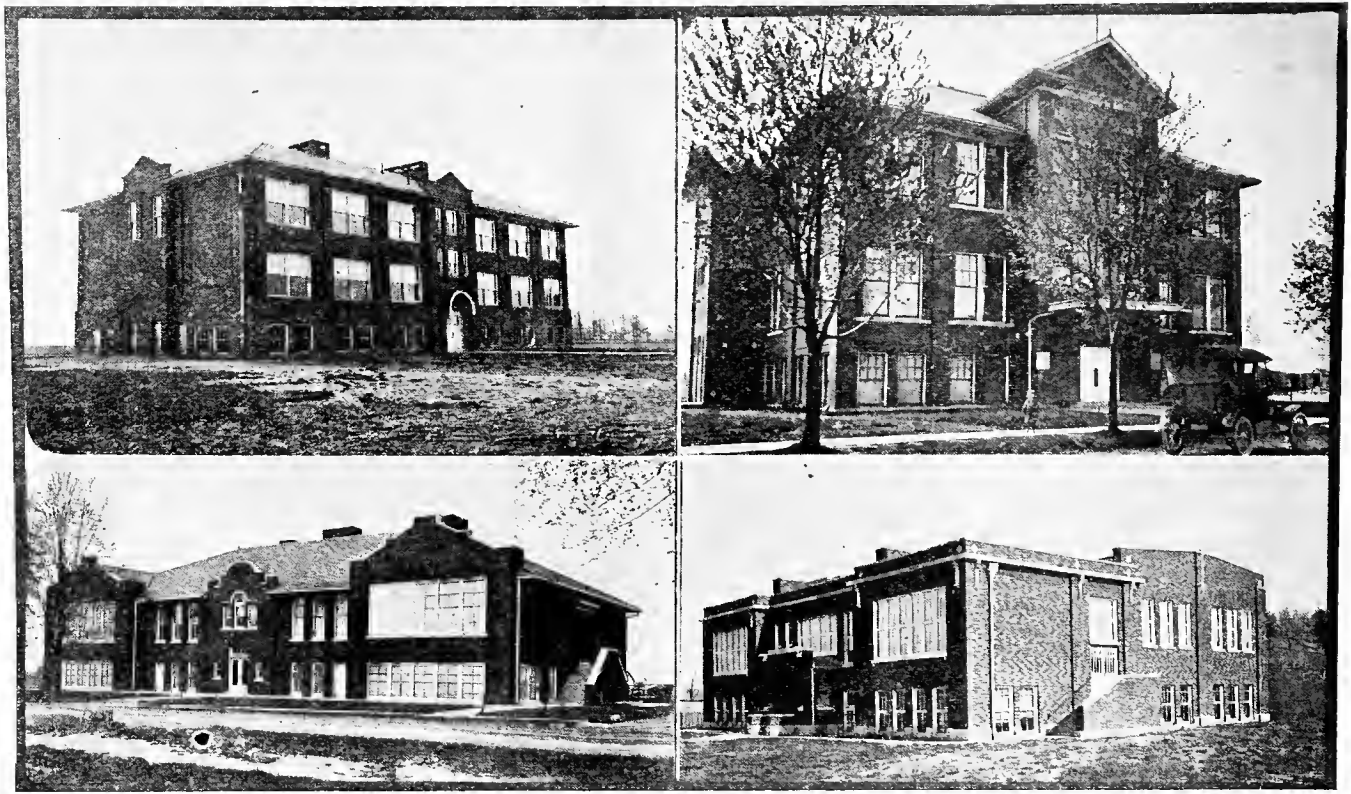
The total levy to finance the program, independent of state or national aid with this assessment basis would be 4.24 mills. The rate would necessarily rise in proportion to any lowering of assessed valuation of property. These expenditures for the number of children involved are not excessive. The program is a very moderate one, and some would regard the outlay too small, however, we are thinking of unit-construction of buildings and other plans which would enable a saving through experience, rather than a large initial outlay and possible waste.

BETTER FACILITIES WILL MEAN INCREASED EXPENDITURES.

A study of the tabulation of the consolidated groups will show that the proposed schools could not maintain the school program



MAP II.—Showing proposed school consolidations. Compare with Map I.



Urbana (Upper)
North Lewisburg

GROUP OF OHIO CONSOLIDATIONS, CHAMPAIGN COUNTY

Woodstock (Upper)
Cable

outlined with property assessments as they are now. No such claim is made. However, should property be assessed at a true valuation and the system improved so as to reach all property the poorest group would probably have taxable assessments approximating $2,000,000 to $3,000,000, which would support the school at a fairly low tax rate for education. No one can expect such an equalization and raising of assessments until it is done by the State as a whole; nor can agreement be reached on a larger uniform county tax until a system of taxing provides for all to share the burden. The difference in taxes for education under such an arrangement for the people of these areas would be very largely the expense of securing high school education for which they are now totally dependent on the city schools, if it be obtained.

In addition, one would expect increased expenditures to provide suitable school plants and something for greatly improved and efficient elemetary education.

NEGRO SCHOOLS SHOULD BE IMPROVED.

The question of disposing of the present school buildings arises, and it is probable that in many instances it would prove an opportunity of rendering a generous and more effective aid to the education of negroes by having them use these buildings. Those not properly located for the purpose could be removed.

Not much has been said of negro education in this report. It may be true that negro school receipts exceed the taxes paid by them. Certainly there should be a system of book-keeping which makes it certain that they get all the money they pay into the treasury for education. Furthermore, there is little doubt but that the majority of the white people wish to be as generous as possible in the matter of helping the negroes to improve themselves.

Most of the negro schools which are operated in the county now are in church buildings, and the like. Few of the buildings belong to the county. Those schools are under county supervision, and the districts should own negro school buildings, as is the case in many other counties. The suggestion, therefore, of properly placing many of the buildings now used by whites, remodeling and repairing where necessary, and converting them into negro schools owned by the public appears to be practical in many instances at least. In connection with all estimates and calculations, the public expense of negro education must be kept in mind.

During the school session of 1910-20, $19,962.29 of the public school expenditures of the county was for negro education. The number of pupils on which this amount was expended was 8.759. This was a per capita expenditure per enrollment of about $2.28. School districts 6, 53 and 54 did not make any expenditures for negro schools in 1919-1920.

WILL IT PAY?

The question very properly arises as to wherein are the gains which are sufficient to justify such radical changes in the plan for education. One may ask, why not provide a better school

plant where it is now located, since the plan involves a raising of assessments so as to provide better support for education?

The answer to this query as relates to the Centralized High School versus the completely consolidated school has been given. In the matter of costs for providing school plants, one central plant for a larger area of patronage can be erected more economically and right provisions for its care and maintenance can be more easily made, than if six smaller but good school plants are constructed. There is a way to build six small houses cheaper than one large and good house, but it will be because of cheapness in the structures and by omitting many advantageous facilities.

There is also quite a difference of costs in operation of one school and several, such as for supplies, janitor's service, fuel and incidentals. It is true that the majority of schools in York have not been spending much under such heads, except possibly fuel. But operation and maintenance costs are necessary to well kept schools; the up-keep of a school plant can not be neglected any more than the up-keep of a public road, and some observers may conclude that we have both lessons to learn.

ADVANTAGES TO SUPERVISION

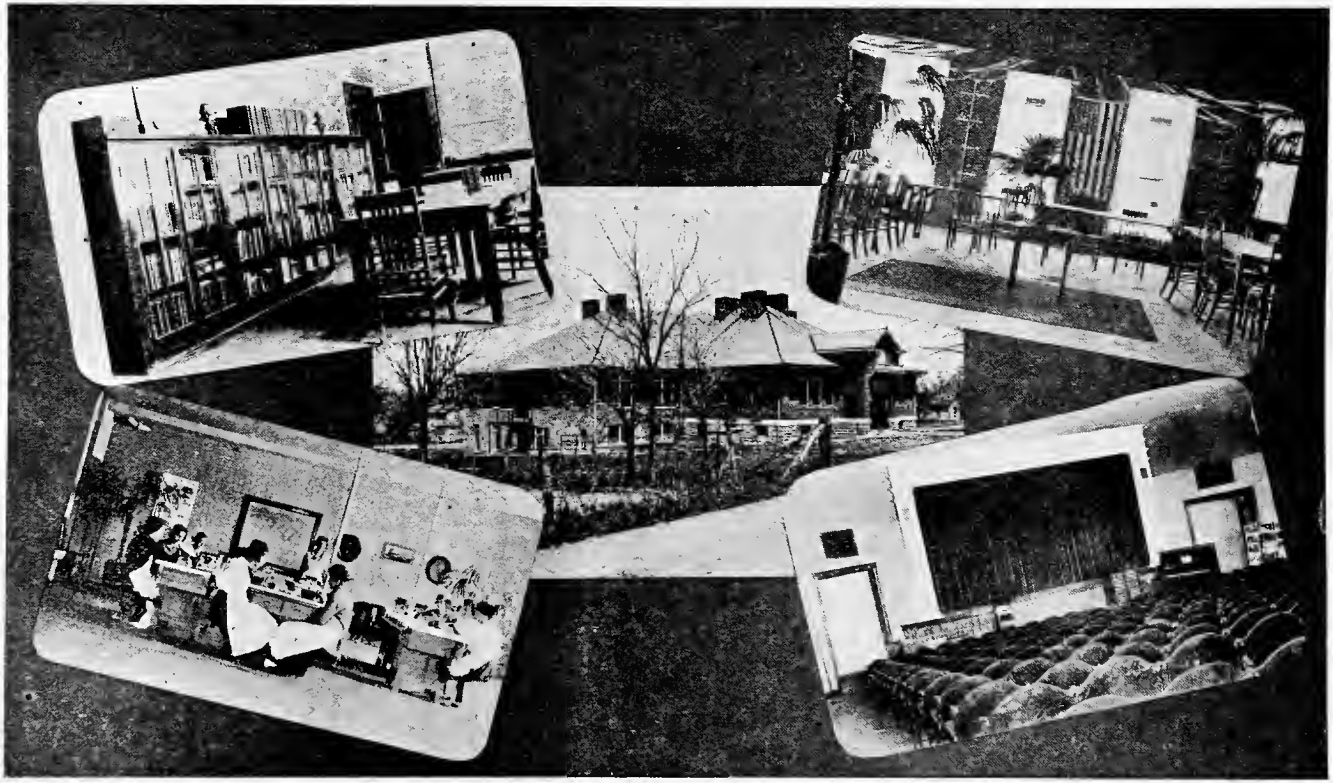
A great gain in the conduct of schools by adequate consolidation is to be had in supervision of instruction. York County schools now, except in the Special Districts, cannot be said to have supervision at all since there is no supervisory force, except for school attendance. Our law makers when formulating the duties of the County Superintendent, either did not understand the purpose and work of school supervision or they were not ready to provide for having it done. It is entirely out of the question for any county superintendent to do more than attend to the administrative duties of his office, and in most counties assistance is required to attend to the business of administration. The duties of administration alone are sufficient to keep a competent superintendent in the field practically all the time.

In order to properly supervise over one hundred white and negro schools of the county, the superintendent would need several supervisors. At present there would be no need for other than elementary supervisors, but the county is so large and the schools so numerous that one supervisor could scarcely scratch the surface of supervision.

Jefferson County, Ala., is cited in a bulletin of the United States Bureau of Education as having the best organization to attain professional supervision of schools and teachers, and the plan of that county is given here in outline that one may see the working force required to adequately supervise a county which contains a large number of small schools.

The following is the summary:

1. Subdivision of the county into 11 districts containing about 18 schools each. In charge of each of these districts is a supervising principal who devotes his entire time to supervision. He travels among the schools, directs teachers' meetings, reading circle work, makes requisitions for his supplies, conducts sample lessons,



MINGO CONSOLIDATED, CHAMPAIGN COUNTY, OHIO
Special rooms furnished by funds derived from the school's moving pictures

acts as critic teacher, etc. These supervisors made 6,605 visits last year.

2. An assistant superintendent is placed in charge of the department known as "Teacher Training in Service." He has meetings with his teachers on Saturdays, selects reading matter for them, has charge of the reading circle work for the county, assists in the employment of teachers, and determines the standard of employment.

3. The professional requirements have been increased until now it is necessary for one employed to teach in this county to hold a normal-school diploma or its equivalent, or, in lieu of this, a high school diploma with two years' successful experience elsewhere.

4. There are 12 consolidation schools, to which pupils are conveyed at public expense. There are also about 40 union schools; that is, schools made by the consolidation of two smaller schools, but without transportation. Of the 130 white schools, only 28 are one-teacher schools; of the 75 colored schools, only 35 are one-teacher schools.

5. During the year 64 night schools were conducted in rural districts for six weeks, using the teachers employed in day work, these teachers being paid at public expense; 1,230 pupils were enrolled in the high schools, 297 of these being illiterates, and 457 near-illiterates, as it was necessary for them to begin with the primer.

6. The county has two agricultural instructors under Smith-Hughes work, with a salary of $2,400 each.

7. Four new eight-room consolidated schools have been built during the year, three of these being on the one-story extensible-unit plan. Fifteen other buildings have been remodeled or enlarged. Five acres of ground are required for each of these new buildings.

More adequate consolidation would unquestionably simplify and improve supervision. The larger schools can afford to employ better principals who are competent to do supervising work, and who can give part time to it, as is now done by principals in many town and city schools. The fact that the supervisor teaches part time is an advantage rather than a disadvantage to the supervisor, and this plan cares for a good part of the work of supervision.

Again, note the tabulation of teachers employed in Randolph County. The number of grade teachers was reduced in that county from 154 to 86 by consolidation and the number of special teachers was increased from 3 to 62. These special teachers, under a principal's direction, teach subjects which the ordinary grade teacher can not very well teach successfully, even though a supervisor pays an occasional visit to assist and encourage.

The idea is not to dispense with a general supervision—such supervision is necessary—but the consolidated school renders effective supervision more feasible and enables the reduction of the number of general supervisors. A general type of supervision has no value comparable to that more specific type of supervision where there is a close and sympathetic touch between supervisor and the supervised.

SUMMARY OF ADVANTAGES OF CONSOLIDATING

The advantages may be summarized:

(A) Advantages which can not be had in the organization of small schools:

1. Close and effective supervision.
2. Excellent high school education with an easy and natural transition from the elementary school and a greatly increased high school enrollment.
3. Superior school attendance without exposure in bad weather.
4. A large reduction of classes in recitation per teacher, longer reciting periods and more supervised study.
5. More specialized instruction because of a better plan for division of labor in teaching.
6. A richer and more adapted course of study. Special subjects taught.
7. Good laboratory and library facilities.
8. The stimulus of larger social contact and participation in a large variety of beneficial activities which only a large group renders possible.
9. Great increase of talent for leadership which the school may develop.
10. A reduction of costs in proportion to the amount and quality of service rendered.
11. Increased amounts of aid from the state for vocational training, and the like. Tuition money kept at home school.
12. Children under supervision on the way to and from school.

(B) Improvements not so likely to be had in small schools:

1. A good modern school building, with regulated temperature and good ventilation.
2. Janitor service. Good sanitation and comfortable indoor toilets.
3. More permanency in term of teachers, and trained teachers.
4. A reduction of pupils per teacher.
5. Teacherage, and continuation of certain phases of school activities all the year round.
6. Beautiful school surroundings, playground equipment, and prepared playgrounds.
7. An appreciation of country life to a degree which satisfies more of the young and old.

CAN IT BE REALIZED?

Without doubt the realization of a plan of consolidation as outlined, or as amended by the people concerned, is an undertaking of several years' duration, because of the needed preliminary changes and a proper knowledge to be had of the advantages by the people. However, the consolidated school movement is moving with great rapidity in many states. Iowa is one of the states which began early to consolidate, and seventeen years were required to secure the first seventeen consolidations; but in the next six-year period three hundred consolidated schools were obtained and the rate of consolidation in that state has for quite a while been one per day.

There will doubtless be some districts that are more ready to lead the way, and their success will cause others to follow. One of the main incentives for speedy action is that country children may have access to high schools, but it is equally necessary that the elementary school facilities be improved.

The program of school development for York which is advocated in this chapter may appear to some to be championed without giving due consideration to the possible advantages and achievements of the smaller district organizations where much more money is put into these schools. However, it does not seem helpful to prolong the discussion when anyone competent to judge in school matters may visualize and make the needed comparison. If the attainment of both elementary and high school education for country children under the best conditions be the object, the large consolidated school appears to be the one big chance.

Therefore, the plan of consolidated high school interests merely (Centralized High School) and the maintaining of many smaller schools, while it may result in considerable improvement if properly financed, cannot realize the aims of equalization and such a policy should be abandoned as rapidly as possible, since it becomes a means to set back and to interfere with programs of adequate consolidation.

When the situation is viewed in this light, it is fortunate for York County that a cash policy in building has been pursued, since a disposition of the present school plants will not be a difficult problem to solve. In other words, the time is ripe for large consolidation in the county. It involves a surrender of the old idea that the small district is the convenient plan of operating public schools in the country, and the adoption of a larger program of education which will result in a superior functioning of the schools.

CHAPTER VII.

SOME OMITTED PHASES

Several phases ordinarily found in school surveys are not considered in this study of the schools of York. The topics selected and to which much space has been given are thought of most immediate importance and should have first attention. The purpose has been kept in mind to present some useful tabulations which will enable citizens to become better acquainted with the needs of education in the county, since it is believed that the welfare of children will prove a sufficient incentive to cause better provisions to be made for them, and this statement has reference to their future economic and social interests in meeting the demands of a more exacting and complete democracy.

THE COURSE OF STUDY AND TEACHING

The curriculum of the schools is provided by the State Board of Education and that board makes a revision every five years, having the right to change at each revision as many as 50% of the adopted texts. Special districts are not required to use the uniformly adopted texts, but in many instances the state-adopted texts or a part of them are used in special districts which have textbook adoption privileges. The state-adopted course of study is available in printed form, and the board will doubtless measure up to its task of modernizing and improving the course of study. What appears to be a vacancy now in the high school curriculum is in social science. History has a good recognition, but as is true in many other states no place in the high school curriculum is given to practical social science having a direct bearing on community life and citizenship, as applied economics, sociology and ethics should; such teaching seems of vital importance to the state, for without doubt attention to these instructional interests will function as a safeguard and protection for the public and prove a means of removing obstacles to progress.

The chief difficulty lies in securing teachers with sufficient training to conduct an efficient process of learning. The simple measurements commonly employed by both school officials and the public do not show a very high appreciation of good teaching, permanence of tenure, etc., and it is often true that a really good teacher whose success is well established is compelled to make a change, though preferring not to do so. The loss sustained is of such technical nature as not to be generally understood. The vital part in the functioning of the school curriculum is a teacher having the requisite training and ability to teach it. The lack of this necessarily means small achievement in the transmission of social experience, and the limitation of what is embodied in the course of study; in small or large schools, the possession of barely certifi-

cated teachers strips the curriculum of its richness, so that the bare necessities of life scarcely remain. While these truths may be patent and elemental to the good teacher whose responsibility is the conducting of the process of learning, they have not become, unfortunately, such controlling factors in school administration as dollars saved, small costs, etc. Improvement here is not merely better pay for classroom teachers, but increased training of teachers in primary essentials and more adequate provisions for competent school supervision.

RECORDS AND REPORTS

The discussion of this important topic has been omitted, since it is the function of the State Department to prepare the necessary reports and to require their transmission by county superintendents of education. Reference was made to financial records in the footnote in connection with Table X.

It is a matter of regret that age-grade tables* for the children of this county are not given in this study. Such tables disclose facts relating to the progress of children in school which are very essential in judging the school's work, but it was not practical to devote the labor required to secure this data from the census cards.

The information to be had from such tables pertaining to over-age, under-age, and normal-age pupils will be of more definite value when the compulsory attendance law has been extended to include the full school term instead of four months, from 8 to 14 years of age. Such facts thus secured support the contentions for compulsory education.

SCIENTIFIC MEASUREMENTS

It has been entirely impractical to undertake the necessary traveling over the county, and to do the other work entailed in testing pupil achievement in the schools by use of scientific measurements. Besides, tabulations such as Table IX will probably have more practical value at this time, as an inspection of the average attendance and other columns will show.

OTHER INSTITUTIONAL LIFE

York County impresses one as being a good county in climate

*PUBLIC EDUCATION IN NORTH CAROLINA—(1920) will prove interesting to anyone who desires information such as is revealed about the progress of pupils by age-grade tables and scientific measurements. It is probable that results obtained in South Carolina schools would not vary greatly from those of North Carolina. The average age of seventh grade children in the larger city schools of North Carolina is about thirteen and a half years, that in one-teacher schools about fifteen years and three months; in reading achievements, the seventh grade children of the one-teacher school are about one year behind those in the city schools. The achievements of pupils in the city schools of North Carolina which were measured for fifth and seventh grades reading were two years below city schools in general, hence the pupils of the one-teacher school were about three years backward in reading. A somewhat similar backwardness was shown in other subjects, and little difference was noted in the achievements of pupils in one, two, and three teacher schools.

and productiveness. There are many evidences of good and progressive farming, and science has much in store for further progress.

Many farm homes are typical in general design of the homemakers' period. A great many, however, have not been converted into modern homes in point of beauty, comfort, and conveniences. The time when many of these changes should have begun logically was in a period of low level of prices, and many owners left their farms.

Numerous homes were pointed out as the birthplace of citizens now living in towns and cities. If these homes have not passed into the hands of owners who operate them it is to be hoped that they soon will, unless a very liberal policy of tenantry is pursued, so that instead of appearing dilapidated they may be made fresh, modern, and convenient. The only way to preserve boyhood's tracks is in the imagination; the farms should be utilized for both individual and social welfare which means better farming and better homes.

The seriousness of the effects of so large a per cent of tenantry with such limited advantages in education to agricultural advancement will manifest itself in a tendency to continue to plant largely one crop, rather than the adoption of variety and diversification in crops, the success of which depends upon better educational preparedness. The remedy, in order to enable our farming people to liberate themselves, is an adapted and adequate type of education and a larger operation of farms by owners or an exceptionally liberal policy of tenantry. In no other way can the standard of living of our farm population be raised and maintained, so that in the future our farmers will be in position to compete successfully with the country at large.

THE CHURCH

The study of this institution is omitted that it may be surveyed independently by those better acquainted with its aims and needs.

CHAPTER VIII.

SOME CONCLUSIONS

1. York County is one of the early counties organized and it has much of historic interest. Its early educational development was probably of more significance than any of the up-country counties.

2. It is a good county—ranking high among the counties of the state in agriculture and other industries.

3. Its towns and cities are growing; the country population has suffered loss within the last decade; the percentage of tenantry is large; the gaps between good and poor school situations is widening.

4. Its educational development within the past few years has been rapid, and its public schools rank among those of the better counties of the state. Since 1915 the number of one-teacher schools has decreased: white, 40 to 33; colored, 81 to 71; two-teacher schools have increased: white, 20 to 22; colored, 2 to 4. Eleventh grade work began in 1920 with an enrollment of 57. Two districts have transported pupils by wagon,—Nos. 7 and 37. District No. 7 has transported since 1915, and No. 37 in the year 1917. The yearly average transported was 21 at an annual cost of $498.40 or $23.73 per capita. The small number transported probably made the per capita expense larger.

5. Within the past few years the school buildings have been greatly improved. A large per cent of the county-supervised schools have built by Clemson College plans, but many have modified the plans in order to economize and at a loss to efficiency. School sites are generally too small, and some are very poor.

Small expenditures for buildings, the pursuance of a cash policy, too great dependence on local authorities, small school districts, and the need of a county architect are the main explanations of the low rating of school buildings of the county.

6. The disadvantages of small districts are seen in the following selected situations in white schools in 1920:

4 schools, one teacher teaching 5 grades.
1 school, one teacher teaching 6 grades.
12 schools, one teacher teaching 7 grades.
5 schools, one teacher teaching 8 grades.
8 schools, two teachers teaching 9 grades.
7 schools, two teachers teaching 10 grades.

As the size of the school increases this teaching situation improves, but there is not much tendency to keep down the number of grades taught.

3 schools, three teachers teaching 9 grades.
3 schools, three teachers teaching 10 grades.
1 school, four teachers teaching 8 grades.
1 school, four teachers teaching 10 grades.

The centralized high school finds it difficult to obtain place among the thriving two to five-teacher schools so as to limit the work attempted by them.

7. Compulsory attendance is now in its second session of operation. Clover. Fort Mill and Rock Hill have their own attendance officers, and the remaining schools of the county are served by two officers. There were nine convictions last year for non-compliance with the law.

The county officers visit the schools once a month, sometimes oftener. Teachers mail reports every two weeks giving all absences, 8 to 14 years old, and the reasons sent with the original excuse. A doctor's certificate is required for more than one day's absence for sickness.

The census cards contain the following information:

Full name, date of birth, age at last birthday, sex, school attended last session, grade, name and address of parent or guardian, and name of school district.

The first year of the law's operation is not sufficient to judge accurately the improvement made, since school attendance suffered so much from influenza and other contagious diseases.

The main difficulties with the enforcement of the law are the length of time elapsing between the absence, the reporting of it, and giving attention to it; some time records in a well organized city system are for the absence to have received attention within 24 hours. Another obstacle to securing the best results is that the compulsory period is for only a part of the session;and again where there is no ability to pay the fine, no sentence is imposed. The most important factors in the success of the law will be the keeping of records convenient and up-to-date, and promptness in attention to absences. In the present situation a wholesome sentiment among the people will prove of greatest value.

8. The per capita costs per day per pupil are greater in the county-supervised schools than in the elementary schools of Rock Hill; similar costs in town schools are greater than in Rock Hill, and costs in open country schools exceed either town school or Rock Hill elementary school costs and the facilities are not so good. Consolidation and transportation are the best means of equalizing in all respects.

9. The total expenditures in the county-supervised schools are very small and there is practically nothing expended under several headings of important and legitimate school expenditures. Instructional costs are small and while the per cent. of a total school budget may be almost large enough, the smallness of the total amount expended nullifies what may appear large in a budget per cent. It would prove advantageous should reports be made of school expenditures showing the various per cents. expended under the several headings of General Control, Instruction, Operation Maintenance, Auxiliary, Miscellaneous, and Capital Outlay, and if budgets for expenditures were made in a similar way. Further differentiation should be made between costs for elementary and high school education, and local reports should reveal the per capita expenditures for the teaching of special subjects, and the like. Such exact and definite presentation of costs enables a clear-

er comprehension on the part of the general public and facilitates just comparisons with expenditures in many other places.

10. No matter what may be the future policy for the further development of the schools, more than twice the present amount of expenditures must be made before educational facilities become at all adequate and on a parity with what is being done in many states. *There is no disposition whatever in this survey to criticise what has been accomplished with the amount expended, since there is every evidence of economy on the part of officials and patrons, and of sacrifice on the part of teachers to get the best results for the money and means employed.*

A common comparative measure applied to schools is the percentage of seventh grade pupils retained in high school, and this measure shows the schools of York ranking high among the other counties. The average seventh grade enrollment in York County for the years 1917, 1918, and 1919 was 455.3, that of the tenth grade 243.6, or 50% of the seventh grade. The average enrollment for the same years in the seventh grades of the State was 9052.6, that for the tenth grades was 2682 or 29% of the seventh grades. *Taking all things into consideration it is a fairly safe conjecture that the educational rank of the white schools of York is well up among the leading counties of the State.*

11. A careful study by the people of the possibilities and any necessary modifications of the Program of Development through consolidation is recommended. Not many of these consolidations could be realized without vital preliminary changes in equalization and raising of assessments, and the general law needs change to permit the formation of larger districts. The changes should not be made without providing for both elementary and high school education, which would necessarily demand increased school expenditures. Sufficient statistical information is presented herein to enable citizens residing in the localities of the proposed consolidations to determine the advantages, and if they wish them for their children sufficiently, to pay for them. The opinion and belief advocated here is that such a program can be realized in every instance if the people in the communities involved so desire, and that all obstacles are only temporary; furthermore, that the people of these communities will become interested in acting for the permanent interest and welfare of their children as people have done elsewhere.

12. It is true that the present tax rates for education may seem high, but it is not true that the people of York are paying much for education in comparison with what is being expended in many states and counties; nor is it due to poverty. The people of York County are able to maintain far better educational facilities.

The money value of their crops taken on an average are evidence of an ability to support their schools well, and a failure to do so would be poor economy. The quickest and surest way of making communities which are satisfying to the people because of an intelligent prosperity is the establishing of an efficient and adequate system of schools. A certainty which must be reckoned with is that money is being made and that it is not being invested as it ought to be in education. There are numerous dangers

lurking in such a social condition where education is not equivalent to the state of economic prosperity, and such a menace must be counteracted by the satisfactions which right education affords. The imperative demand for the preservation and advancement of this social state is the right direction of the better instinctive tendencies by means of education.

13. Owing to the fact that this is a limited study, no attempt has been made in this study of York County to suggest changes pertaining to the state as a whole for better administration and organization where it could be avoided.

The administration of the schools in the county would be greatly improved for such a program as has been outlined by:

(1) A County Board of Education of five, elected from the county at large by the qualified electors of the county-supervised districts; the three receiving the highest number of votes to serve for four years and the two next highest to serve for two years; after the first election, all elections to be for four-year terms. This board should be vested with power of general control of the schools, subject to appeal to the State Board, the arrangement of school districts, the levying of school taxes up to a point of limitation. the employment of a County Superintendent of Education on the same terms and conditions of better city school administration, in which the superintendent is vested with authority and held responsible for the progress of the schools and is required to make an accurate showing annually of the progress of the schools in the form of a published report. The qualifications of the County Superintendent should meet all state requirements, and if the state superintendent should become an appointee of a State Board then that official might well nominate county superintendents to County Boards.

(2) The County Board should have the appointment of district boards and power to supervise and review their acts. The District Boards should have general local control, and should elect principals on nomination of the County Superintendent and teachers for the schools on nomination of the principal.

14. On examination, the proposed program of increased expenditures may seem large in contrast with present expenditures, but not much investigation of the needs will be required to reveal the fact that the proposed program of expansion in both school plants and current maintenance is moderate. The strictest economy and skillful administration would be required for its realization, and it would be unwise not to provide for greater growth in building capacity and for any needed increase in maintenance as the schools develop.

15. This study shows the pressing need for a general revision of the laws relating to taxation and assessments, but it is self evident that little can be accomplished until this matter is undertaken by the state as a whole. The last report (1920) of the Comptroller General gives York County a total taxable property of $13,183,551, rank *nine* among the forty-six counties; aggregate of taxes for all purposes $606,039,152, rank *seven;* number of dogs taxed 4,007, rank *three.* There is no doubt that York is bearing

its proportionate share of state tax, and the land of York is returned at about $1.91 per acre above the state average.

16. In all probability the lack of simplification in plans for school support is largely due to not having first obtained a just basis of assessments for taxation. When this difficulty has been removed the needed adjustment between state, county and local support of education can be made in accordance with prescribed principles to secure better equalization.

The principal equalizing fund at present is the 3 mill tax, which is apportioned per enrollment within the county within which it is collected. The basis of apportionment was probably the best before compulsory attendance, but consideration should be given to levying a much larger and uniform tax by counties for school maintenance, and a better basis of apportionment would be a combination of per teacher employed and per average daily attendance of pupils. An adequate per cent of this uniform tax fund should be set aside for a reserve of County Board Fund, to be employed mainly for further equalization in those districts having less than a stipulated assessed valuation, or less than a minimum per capita per child of $30.00 after a stipulated special tax is levied.

The smallness of the bonded indebtedness in the county-supervised schools of York should make it feasible to initiate a building program by bonding all districts concerned, but if that be found impracticable the County Board should be able from its fund to co-operate with districts to secure adequate buildings and the County Board should have a supervision of their erection.

Equalization between strong and weak counties is a function of the state, and were the county emphasized as the unit of support. as in the general plan outlined, state appropriations might be largely directed to equalization between counties. Appropriations to equalize school opportunities and appropriations to stimulate local taxes are quite different, and the latter will not serve the purpose of the former.

Index to Tables, Figures, Illustrations and Maps

TABLES

FIGURES

(The names of schools may be associated with the numbers used in the figures by referring to the tables opposite page 32 and following.)

ILLUSTRATIONS

MAPS